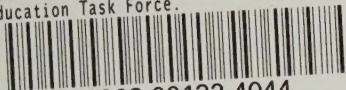


CA2ALED 800

1157

GOV DOC

CA2 ALED 800 1971157
Interim Proposals of the Alberta N-12
Education Task Force.



3 3398 00132 4044



INTERIM PROPOSALS

LIBRARY
VAULT 19

N~12 EDUCATION TASK FORCE

CA2ALED 800

71157



FOREWORD

The N-12 Education Task Force was established by the Commission on Educational Planning in the fall of 1969 and charged with the responsibility of:

- 1 ensuring consideration in depth of this level or form of education as a unit or subsystem;
- 2 examining and evaluating alternative futures for it;
- 3 proposing guidelines for its development in the next decade and beyond.

These interim proposals constitute the initial response of the Task Force to this mandate.

During the next two months the contents of this document will be reviewed in a variety of ways. The receipt of reactions from interested individuals and organizations throughout Alberta is a vital part of this review. Such reactions may be submitted to the Commission by March 31, 1971. A further opportunity to express their views will be available to the one hundred and fifty participants in the seminar jointly sponsored by the Alberta School Trustees' Association and the Alberta Teachers' Association on February 27. In addition, these interim proposals may be discussed with representatives from the Commission at locally sponsored public meetings during the last two weeks of March.

Following these and other review activities, the Task Force will submit its final proposals by May 1, 1971. The proposals will then be studied, along with the proposals from the other two task forces, the information obtained through our public involvement activities, and the findings from our research program. Our work will culminate with the presentation of the Report of the Commission on Educational Planning in mid - 1972.

February 1, 1971

Walter H Worth
Commissioner

This document may be reproduced in whole or in part without permission, provided that appropriate credit is given.

PREFACE

The N-12 Education Task Force was created by the Commission on Educational Planning to examine in depth that segment of Alberta's educational structure commonly referred to as 'elementary and secondary schools'. While we have retained the N-12 as a handy label, our scope of concern has come to be approximately ages three to eighteen.

In carrying out our study, members of the Task Force have read widely, including a substantial examination of over 300 briefs submitted to the Commission; attended all of the public and semi-public activities of the Commission, such as hearings, position paper conferences, the Congress on the Future: Education; attended other significant conferences; studied the reports of research, especially those produced for the Commission; visited schools and listened to students; consulted with teachers and, to a limited extent, trustees and parents; and met together for intensive discussion for approximately 140 hours.

The members of the Task Force, listed below, have labored long and hard and under considerable pressure to produce these proposals. No member is satisfied with the document and each would take exception to some of the views expressed therein. At the same time, it was not deemed fruitful to record the individual points of dissent, for the purpose is not so much to inform either the Commissioner or the public of the views of the task force as it is to put forward certain ideas for discussion and consideration. The report is, therefore, not a consensus but a composite, not a position to be defended but a front from which to advance.

The members of the Task Force wish to acknowledge the encouragement of the Commissioner, the cooperation of our employers, the tolerance of our families, and the dedicated work of our writer-researcher, Mrs E A (Betty) Bishop.

January 23, 1971

N-12 Education Task Force

Members

Mrs Mary K Green	Chief Technologist Canadian Red Cross Blood Transfusion Service Calgary
L K Haney <i>Associate Coordinator</i>	Farmer and Businessman Picture Butte
Dr Myer Horowitz	Chairman Department of Elementary Education Faculty of Education University of Alberta
Dr B T Keeler <i>Coordinator</i>	Executive Secretary The Alberta Teachers' Association
S G Maertz <i>Executive Secretary</i>	Acting Executive Director Alberta School Trustees' Association
D V Morris	Assistant Superintendent Elementary Division Calgary Public School Board
L E Mutual	Principal St Angela Elementary School Edmonton Separate School Board
Mrs Lee Phipps	Assistant Principal Harry Ainlay Composite High School Edmonton Public School Board
O N Sherban	Teacher Fairview Junior High School Calgary Public School Board
Mrs Joyce P Thain	Assistant Principal Westlock Elementary School County of Westlock School Committee
Dr E A Torgunrud	Associate Director of Curriculum (Elementary) Department of Education Government of Alberta

ACKNOWLEDGEMENTS

We wish to acknowledge the significant contribution made to the work of the task force by the following individuals through their submission to the Commission on Educational Planning of position papers listed below.

Harold S Baker	Aims and Objectives
G L Mowat, E A Holdaway and D A MacKay	Administrative Personnel
Robert N Anderson and Janet A Emig	A Conceptualization of Curriculum for the Seventies with Recommendations
A J Diamond	Educational Facilities
John P Blaney and Robert L Overing	Instruction in Higher Education
John O Fritz	Instructional Resources
Lorne W Downey	Organizing a Province-Wide System of Education to Accommodate the Emerging Future
Erwin Miklos	The Organization and Administration of Educational Systems: Internal Structures and Processes
S C T Clarke	The Preparation of Instructional Personnel Nursery to Grade 12, to 1999
Eric J Hanson and Peter J Atherton	Some Economic and Social Effects of Education
Waldemar R Unruh	Teaching Learning and Evaluation

We have used material from these position papers with unusual liberty but have not specifically acknowledged quotations from the text because we have in many cases adapted them.

We acknowledge the following sources:

Goals of Education for the Future (L W Downey and K A Wilson);
Studies of the Future series, prepared by the Human Resources
Research Council;
The Discernible Teacher (John Macdonald);
Computers in Education (S Hunka, University of Alberta).

We wish to express our appreciation to the many individuals and groups who have contributed submissions to the Commission on Educational Planning.

Digitized by the Internet Archive
in 2022 with funding from
Legislative Assembly of Alberta - Alberta Legislature Library

CONTENTS

Foreword

Preface

Acknowledgements

Chapter I	SENSE OF DIRECTION	
	A The Nature of Man in Society	1
	B Aims	4
	C The Character of the Education System	5
	D Philosophy	7
	E Needs to be met by this Subsystem	10
	F Participation, Holding Power, Enrolments	11
	G Student Preference and Demand	12
	H Summation	14
Chapter II	ORGANIZATION	
	A Type of Students to be Accommodated	15
	B Four Phase System	15
	C Early Education	16
	D Opening up the System	18
	1 Planned Differentiation	18
	2 School Boundaries and Compulsory Attendance	19
	3 Separate Schools and Other Minority Groups	19
	4 Modification of the School Year	20
	E Comprehensive Planning	21
	1 Provincial Office of Educational Planning	21
	2 Regional Plan - School Councils	22
	3 Centralization	23
	4 Governance	23
	5 Reduction of School Board Administrative Personnel	24
Chapter III	PROCESS	
	A Principles which Guide Teaching, Learning and Evaluation	25
	1 Research	27
	2 Evaluation	27
	3 Trends in Teaching	28
	4 Curricular Instructional Adaptations	29
	B School Administrators - Present and Future	30
	C Guidelines re Admission and Re-entry	32
	1 Concerning Children with Special Problems	33
	D Specialized Technical Training	33
	E Special Education for the Handicapped	34
	F Native Children	36
	G Ethnic Groups	36
Chapter IV	RESOURCES	
	A Teacher Education and Certification	38
	1 Personalization of Teacher Education Programs - Period of Internship	38
	2 Policies of Teacher Preparation	40
	3 Screening of Personnel Who Teach	40
	4 Other Persons in the Education Process	42

	B Teacher Salaries and Working Conditions	42
	1 Salaries	43
	2 Sabbatical Leave	44
	3 Environment Conducive to Good Teaching - Teachers' Pensions	44
	4 In-service Training	45
	C Instructional Resources	46
	1 Computer	46
	2 Radio	47
	3 Television	47
	4 Summary	47
Chapter V	PLANNING	
	A Introduction	49
	B Integrated Planning	50
	C Facilities of the Future	52
Chapter VI	COSTS OF THE N-12 SUBSYSTEM	
	A Introduction	56
	B Growth in Expenditures 1958-1968	57
	C Problems in Planning	59
	D Projections of Expenditure 1990	60
	E Raising Required Funds	63
	F Distribution of Funds	65
	1 Voucher System - an Unacceptable Alternative	66
	2 Foundation Program	68
	G Concluding Observations	69
Epilogue		

CHAPTER I

SENSE OF DIRECTION

A The Nature of Man in Society

The most salient characteristic of human nature is unity. A human is physical, emotional and intellectual; but human unity is greater than the sum of these individual characteristics. Maslow suggests that a hierarchy exists among the needs arising from the three-part nature of human unity. Physically, a human has needs of hunger, thirst, air, sex and safety. Emotionally, humans need love, both to be loved and to love. Intellectually, there is a need to recognize personal esteem through achievement and competence, and finally to achieve self-actualization. The latter is the developing and using of one's capacities in a way that is satisfying to oneself and to the relationships with others and the environment.

In the hierarchy of needs leading to self-actualization, physical needs precede emotional needs, which in turn take precedence over intellectual needs. The unity of humans, however, causes these needs to be present simultaneously and to be interactive. Which class of needs dominates a situation will be influenced by the intensity of that class of needs. The intensity, in turn, is determined by the nature of the situation and by the individual's perception or interpretation of that situation. The perception and interpretation are affected greatly by the individual's sense of self-actualization.

Furthermore, the development of these characteristics and accompanying needs is continuous, but affected by critical periods. Influences of heredity and environment during these critical periods cause variations in developmental situations and consequently lead to individual differences among humans. Additional individual differences result from sex differences.

In addition, because of the protracted period of helplessness at birth, early development is highly dependent upon at least one other human, most often the mother. Therefore, it is possible to postulate that humans are social. In the smallest of social units - two people -

activities are undertaken within which there are opportunities for interaction or communication. Dependent upon the degree of satisfaction accompanying such activities and interactions, emotions or sentiments develop. Consequently, the satisfaction of physical, emotional and intellectual needs, as tender plants in the nurseries of human nature, are first attended to by the family unit. Therefore, the nature of individual development will be determined by how well this primary group and subsequent groups have satisfied the needs of the child.

It is unlikely that satisfactory emotional and intellectual developments within these groups can occur in the absence of a healthy physical condition, the latter often being determined by social and economic factors. If hunger and thirst have been constant companions of the child it is probable that unpleasant emotions have been generated more frequently than pleasant ones. It is probable that intellectually there has been an absence of challenging, successful and satisfying experiences; little opportunity to solve a variety of problems; and the absence of creative experiences. Over-indulgence in attempting to meet needs also may produce undesirable development. Because the range from scarcity to over-indulgence is wide the physical, intellectual and emotional development of humans will be characterized by an equally broad range of individual differences.

The membership of the social group in which individual development occurs increases as one moves outward from the family unit to neighborhood, community, province, nation and, finally, to the world. As the membership increases, forms and organs are necessary for performing four major functions of these social units: the social group must determine its goals; the group must adapt to its environment; provision for integrating the various activities within the group must be made; stability must be maintained.

The major concern of this task force is planning the elementary and secondary educational system. In this connection it is worth noting that society has given to the educational system the responsibility of maintaining stability, often interpreted as the status quo. Society expects the educational system to prepare the young for predetermined

roles necessary for the functions of goal determination, adaptation and integration. This brings into sharp question the role of the school in building a new society, a role often discussed in educational circles. Unless society is prepared to alter its maintenance expectations for the schools, and furthermore to bring goal determination, adaptation and integrative functions within value orientations similar to those expected of the school, it is likely that individual frustrations will increase. Such frustrations are bound to occur when incompatibility among value orientations of societal activities become apparent.

Just as there is a unity of the individual so must there be a unity of the social group. It is possible to speculate that as a society we may have lost sight of this unity in the larger social group and therefore have created conditions which are fraught with destructive potential for both the individual and the society itself.

If, then, we are to overcome this mindlessness regarding the characteristic unity, both for individuals and for the society at large, the educational system will be successful in meeting needs of society only as the other institutions within that society are prepared to join a unified quest. The school could begin by combatting the further decline of community and self. This will be achieved by how we organize our schools, how we conduct the process of education therein, and by how we evaluate that organization and process. In short, unless we are prepared to recognize that the individual is characterized by unity and attend to the needs of the human as they are affected by the individual's perception or interpretation of the situation in which he finds himself, it is not likely that schools will be contributing to the maintenance function for which society has given them a major responsibility.

The stability of any society is dependent upon the individual stability of the majority of its members. This discussion of the nature of humans and society suggests that self-actualized individuals will provide such stability. Many suggest that the measure of self-actualization is determined by an individual's ability to meet change. The development of skills, attitudes and knowledge with which to meet change, rather than the singular transmission function, must become the role of the school.

B Aims

The study of the history of education, its traditions and philosophies, may bring perspective to any analysis of present day and future needs, but it cannot provide *all* the right answers. While traditions are useful, they are also limiting and reflect only the view of individuals living at certain periods under certain moods and conditions. We shall concentrate on the contemporary scene.

From our observation of current practice it appears that the aims for education in Alberta are:

- 1 learning the three "R's";
- 2 developing ability to conform to the norms of society;
- 3 preparing for a vocation;
- 4 acquiring a fund of basic knowledge;
- 5 developing ability to acquire further knowledge.

The vast escalation in the pace of life itself requires extension and modification of these aims. Ever-increasing technological and scientific advances, the resulting 'explosion of knowledge', and the questioning of the relevance of values and ethics, all leave in their wake significant stresses on the whole of society. The speed of these changes is unprecedented. Thus the capacity to cope with all that is telescoped into one life span must be of vital concern to all involved in the broad process of education.

The major objectives of the educational enterprise must form the core thinking of those who guide it. Concern for the individual has become paramount. This sense of direction is vital at governing levels; it is of equal importance that individuals involved in the educational system be confident that there *is* such an overall concern. Responsible educators cannot compound the stresses of a swiftly changing society by failing to keep such a broad principle in mind constantly.

C The Character of the Education System

In attempting to designate the basic character of the education system, we believe it is essential for a large measure of consensus to be achieved regarding the following elements:

- 1 control, that is, consideration of who exercises jurisdiction;
- 2 breadth of content, or extent of experiences that the education system provides;
- 3 process, that is, those interpretations and procedures related to teaching and learning;
- 4 value orientation;
- 5 intent, that is, sense of direction as determined by both basic aims and more specific objectives.

When considering *control* we think of parents, students, teachers, boards, government or other agencies, or some combination of these. Frequently student control of the school is equated with the lack of state control. The task force does not accept this view since, even in a totally student controlled environment, individuals will be restricted.

Regarding *breadth*, some educators allege that this has been increased over the past generation to the point that the system has been asked to attempt an almost impossible variety of learning areas. We feel that education is life and that all learning is interrelated. However, no matter how broad the school's curriculum, it is always somewhat narrower than all of life. The need for more courses is undoubtedly less important than the need for a flexible and responsive curriculum.

While we foresee the necessity of providing specialists in many areas in order to meet the demands of a complex society, still we caution against the fragmentation of the student. One essential specialist must be the person who assists the child in integrating his educational and other experiences. The ideal in education is to ensure that responsibility for the whole remains paramount. As we see it the crucial specialist is the specialist of the whole, sometimes called the

generalist. The strength of the generalist must be maintained, for therein lies the preservation of unifying concepts essential to the well-being of the student.

In considering *process* we accept the view that schools have been far too rigid. Many educators acknowledge the vast increase in the amount of knowledge, yet have not made the necessary adjustment in their concepts of teaching and learning. While it is acknowledged that a number of facts must be memorized in order to provide the basic tools for student enquiry, we are concerned that so much time is spent on the vast accumulation of unrelated facts. Therefore we feel we must increase the emphasis on exploration and enquiry processes, bring these into balance, and concurrently de-emphasize the memory-type approach.

The current point of view on *values* in schools reflects a conservative idealism established before the vast knowledge revolution began and represents the society, more or less, of that time. Among others, the views of the established religions have been a powerful factor.

In any education system, the question of values is one of the most elusive. Today, our schools simply do not acknowledge, let alone tolerate, the great variety of values current in our society. While it is unthinkable that a system condone *all* values, still we must nourish a school climate so open that no topic cannot be discussed. It should be possible for any subject to be raised in question, hypothesized upon, and choices made. It is impossible and undesirable to teach values per se, but there is a responsibility to help individuals to develop values *as a result of intensive intellectual analysis*.¹ The schools must now, and in the future, address themselves to vital human problems of concern to individuals.

While the school cannot possibly cover the entire range of values present at any given time, still it must increasingly give attention to *pluralistic* viewpoints, that is, school programs should reflect differences of philosophies, moral values, life style - indeed all matters

¹Baker "Educational Implications" Report 2A Congress on the Future.

political, economic, religious and aesthetic. The difficulties in presenting pluralism within a public system are great, for its effectiveness is based on rare honesty in teaching which precludes the imposition of indoctrination on controversial issues. The principle of inquiry must not be compromised by manipulation or concealment of relevant facts lest a kind of anarchy result. However, despite the fact that it relies on teacher maturity and competence, pluralism must be sought.

There will be concern that, in a pluralistic approach, students involved in it will be deprived of the ability to move and think with precision. Undoubtedly this is a calculated risk, but if we truly face the fact that an open society is an ever-changing thing, that new points of view are constantly emerging and cannot be suppressed, it follows that to avoid decay we must change with it. We believe, too, that out of pluralistic teaching will evolve, on balance, the kind of common purpose which will be superior to that which would be derived from more restricted thinking. Such universals as honesty, charity, compassion and sympathy form a base for this common purpose. We believe that it is not pluralism but rather a narrow approach to values that leads to social anarchy.

At the level of specific objectives we have to inject concern for the needs of society, but we believe that at the level of basic aims we achieve societal as well as personal goals by concentrating on the worth of the individual and his right to self-determination.

D Philosophy

The philosophy of education of this task force is a concern for broad human development.

In our thinking we at no time isolate education from the society of which it is a part. Thus, on the one hand, we feel anxiety regarding the ills of society which, if not overcome, may seriously limit the effect of proposed changes in education. No matter how hard those in any facet of education try to apply enlightened principles, we know that unless the environment is sufficiently receptive, there will be little hope of success. On the other hand, we do not share the views

of those prophets of doom who see that society is embarked upon an irrevocable journey toward self-destruction, nor do we feel that changes in the larger society will automatically bring about desired changes in the educational system. We are sufficiently optimistic, and we think realistic, to believe that education is one of the most potentially powerful forces for development of the kind of individual who will form a responsive society.

Learning how to live within the norms of society with all its imperfections, developing the ability to seize opportunities provided through emerging knowledge, and maintaining and developing high standards of behavior among all men, is an awe inspiring task. Nevertheless we believe the effort must be made.

We are convinced that if education is to play the role it should in broad human development it must be a living, vital and pertinent process. This is our overriding concern.

The philosophy of education from early childhood through secondary school in Alberta is seen as the development, without discrimination, of *every* child's maximum potential for learning, for knowing himself and for living life, bearing in mind that a balance must be retained between matters of individual concern and those of societal concern.

In any consideration of trends in education, educators must come to terms with a great change of emphasis which may be expected to continue. Where in the past high priority was given to earning a living and being successful, one now sees the gradual decline of work as a way of life and as an ethic. This has deep significance with regard to man's life style.

In education, the implication is clear. Not only is it impossible to gauge what an individual's work might be, but the significance of work itself in the life of that individual may become far less potent both from the standpoint of time and of personal value. Educational planners should take these changes into account.

If the public education system does not satisfy basic needs for individuality, adaptability and fulfillment, we may expect parents to seek satisfaction elsewhere. The current growth of sundry 'private schools' may be the outcome of the fact that parents cannot find answers to their requirements and therefore initiate their own solution. If the trend continues, governments may submit to public pressure in increasing support of private schools. A proliferation of private schools may have the effect of segmenting society.

Educators must decide whether they believe in a system of public education and if they do they must be prepared to defend it. They, as well as other individuals within society, must be sensitive to changing problems. In their ability to be flexible and shift with the needs of the future, they must seek to retain quality and to guard against any trend which could foster inferior education.

As Dewey stated, *society* does not provide us with a guide to the future but it does provide evidence of what education has already done to those involved. The view is held by some that schools should follow society, by others that schools should lead society. We believe that while schools are limited by society's expectations, they must not merely follow the existing society. Schools must strive to reflect the desires of the leading edge of society rather than a middle view. Education should prepare a child for self-actualization within society and proceed on the basis that society will be made up of self-actualized individuals.

While it is dangerous to select educational goals only from the social milieu, many more members of society must be steadily and increasingly involved at a number of levels. All members of society cannot contribute actively, but we feel that a good number of thoughtful people *will* become involved. They will provide the essential ingredient of enlightened public opinion and, coincidentally, help to ensure that the educational process meets society's needs. While we see school boards as an essential mechanism for citizen control of education, we also see the need for much more extensive participation of parents at all levels.

In order to provide for interests of students, the people who teach may thus be drawn from a wider sphere than that of the teaching profession. As the need to expose students to a great variety of walks of life continues to increase there will develop the need to utilize many kinds of personnel in the schools. Controls in any fundamental change must be maintained by responsible educators but no system which sets the student's interest as its goal of top priority need fear experimentation.

E Needs to be met by this Subsystem

As a direct outgrowth of our general philosophy of education as proposed earlier, there are certain specific needs, both for the individual and for society, which should be mentioned. Some of these reflect certain trends observable in our society and suggest areas in which education might properly regard needs as definite goals. These needs are, in general, those activities designed and performed to effect and direct the growth and development of the child in cognitive, affective or psychomotor domains¹ toward individual self-actualization and individual autonomy.

Specific needs include:

- 1 the fullest use and extension of the student's physical, emotional and intellectual powers;
- 2 the survival of the individual, his environment and social order;
- 3 development of capacity to use an increasing amount of leisure;
- 4 the development of a social conscience with particular reference to the improvement of the environment and the well-being of mankind.

Other needs which should be mentioned include acceptance, dignity of human worth, establishment of values, capacity to communicate.

In pursuit of these goals, responsible experimentation, research, development and evaluation must be carried out. It is recognized that very important learning goes on constantly outside the school itself. As society changes, undoubtedly adjustments will have to be made.

¹ i.e., thinking, feeling or doing.

It is impossible to draw a clear-cut line between the school's interest and outside interests, but here again is the need for adaptability based on ever-watchful appraisal of the shifting scene.

F Participation, Holding Power, Enrolments

The areas of participation, holding power and enrolments are so interwoven that they should rarely be considered individually. However, research does indicate certain emerging trends which guide our thinking in each area.

The following data related to Alberta are pertinent to the terms of reference of this task force.

Provincial population is projected to increase from 1,588,498 in 1970 to 1,957,736 in 1980, about 23 percent. From 1970 to 2005, the population is expected to double in size to more than three million persons with an annual growth rate of about 1.9 percent.

During the next decade and beyond, the under-25 age group is expected to decline as a percentage of the total population, from 50.6 percent (1970) to 47.1 percent (1980) to 42.8 percent (2005).

Within the 0-24 age group, the 6-11 elementary age group falls from 16 to 12.2 percent of the provincial population between 1970 and 1980, with an absolute decrease from about 255,000 to about 240,000. The same thing occurs in the 12-17 age group in the last half of the decade, as the 230,000 figure of 1975 declines to about 207,000 in 1980. The decline in elementary and secondary population will be reflected in a subsequent decline in post-secondary education populations from 1980 to 1990. During this period the 18-24 age group falls from a level of about 273,000 to 246,000. Obviously, the over-25 age group is on the increase in Alberta.

The continued migration of Alberta's population to urban places in recent years produced a 71 percent urban population by 1970. This trend will produce an 80 percent urban population by 1980 and more than 90 percent are expected to live in urban places of more than 1,000 persons by 2005. The Edmonton region (census division 11) is likely to grow at about 2.3 percent annually from 1970 to 1980 and 2005. It will have about 34.5 percent of Alberta population in 1980 compared to 33.1 percent in 1970. By 2005 the number of people in the Edmonton region will grow from 676,000 in 1980 to more than 1,100,000, 36.8 percent of Alberta's total. The Calgary region (census division 6) will probably experience the fastest growth rate of any region in Alberta. From about 26.4 percent in 1970, it is expected to increase to

28.8 percent in 1980 and to 33.4 percent in 2005. By 1980 the regional population is expected to reach about 564,000 and will exceed one million people by 2005. The dominance of the Edmonton and Calgary regions will be extended with 63 percent of the provincial population concentrated in them by 1980 and more than 70 percent by 2005.¹

At the same time the population in hamlets and rural areas will decline substantially.

Participation and holding power may be expected to fluctuate, not only reflecting economic and social conditions, but in direct relation to the extent to which educational institutions meet the needs of society. The most important aspect, educationally, of holding power concerns the quality of participation of students, and in this regard we feel that it is obvious that we are not, at present, offering sufficiently relevant courses. Something must be done now to face this problem.

G Student Preference and Demand

Unless the schools change, there may be a gradual decrease in the potency of the school as an educative force and an increase in the potency of other institutions or stimuli. There ought to be a gradual blurring of lines between schools and other learning aspects of society.

Constant exposure to the mass media will tend to make students highly critical of those facets of the system which fail to keep pace with contemporary living and thus fail to prepare them to live effectively in society. So long as this state of affairs continues, students may not be expected to respect an institution which appears ineffective.

No vast expenditure of money, no massive offering of variety in courses will compensate for the fact that, to many, the school symbolizes unreasoned regimentation, boredom, frustration, even an obstacle to learning.

¹The forecasts for this section were derived from two studies sponsored by the Commission on Educational Planning in collaboration with the Human Resources Research Council: Social Futures, Alberta 1970-2005 (prepared by Harold Dyck and George Emery of the Westrede Institute) and Education in Alberta - Populations, Enrolment, Economic, Cost and Revenue Considerations (prepared by Dr. Seastone, Professor of Economics at the University of Calgary). Both may be purchased from HRRC.

If the concepts of critical thinking and individuality are pursued at early levels of primary school, older students may be expected to be vocal in their demands to share in program planning. No system will be acceptable that imposes *in advance* a program designed by adult society which takes into account no variables in individual goals.

*Students have a weak case when they claim to be the sole arbiters of what is taught, how it is taught and under what conditions; but they have a stronger one when they claim some share in decision making, even in disciplinary matters.*¹ At all levels of education in the N-12 subsystem, the spirit of inquiry must remain open and while no responsible person argues that children at any age should be given exclusive control over their experiences, still some degree of self-determination varying with age and level is educationally desirable.

The autonomy of the individual, his worth and right to self-determination - these are crucial. The school must reflect these values in practice. Social and economic factors will alter the goals of students and students will expect the system to recognize these shifts.

*Any community needs some rules and someone to enforce them if a selfish minority is not to make life unbearable for the rest.*² However, as Bertrand Russell says: "where authority is unavoidable, what is needed is reverence for the child reverence requires imagination and vital warmth."

It is to be expected that students will be prepared to remain less and less within a structured system, that they will seek more and more contact with society in general and hopefully find their education extending into every facet of their lives. There is every indication that with maturity in critical thinking will come acceptance of responsibility which, if not granted freely, will be sought forcefully.

The growing complexity and size of educational organizations will continue to present certain problems, particularly with relation to the

¹ Maga Blackwood's Magazine May 1969

² *ibid*

ability of any individual to relate to other individuals. Perhaps the size of the institution will not be as important as the way grouping is carried on within it. For personal identity, students will need to develop personal relationships. Unity within a small group must be made possible.

H Summation

Education is, potentially, the strongest non-violent force in the course of human affairs.

Somehow we have to solve the problem of maintaining a sufficient structure so that the individual will acquire requisite background upon which to develop the future plus the encouragement of sufficient flexibility to make life in society worth living.

Not only is there need for education to adapt to the future, but there is responsibility to intervene in the shaping of the future. It *must* be remembered that the school is not the only learning agency. Education has already played a role in bringing about many of the current circumstances and events which, in turn, have caused much uncertainty about the future. It therefore seems only proper that education should now and in the future assume a share of the responsibility for preparing citizens to make choices needed to create the future in which they would wish to live.

CHAPTER II

ORGANIZATION

A Type of Students to be Accommodated

The task force takes the position that *all* students who wish to be accommodated should be accommodated. This being so, comprehensiveness in educational offerings becomes essential as more and more people with widely ranging concerns and capabilities demand avenues whereby they may achieve their educational goals. These outlets may be provided in various ways, including increasing the offerings of existing institutions as well as increasing the actual number of institutions. In this context, we foresee the need to integrate the social service agencies with the educational environment, the ever-expanding need for early childhood education facilities, and conceivably, the use of educational parks. We approve of the practice of building educational institutions as close to the residence of young children as is educationally and economically feasible.

B Four Phase System

We propose that the public school system be organized in four phases. Each phase might be housed in a separate building or more than one phase might be housed in one building depending on the needs of the community and the population to be served.

We would define these phases primarily in terms of chronological age with the recognition that there would be considerable overlap between adjacent phases.

As a norm Phase A would serve children ages	3 - 5	(3 - 6)
Phase B would serve children ages	6 - 10	(5 - 11)
Phase C would serve children ages	11 - 13	(10 - 14)
Phase D would serve children ages	14 - 16	(13 - 18)

The generally expected range, however would be far wider (see bracketed figures).

Progress within each phase would be continuous. In each of these phases educational experiences must be provided which are appropriate to the children in that phase. The concept of 'covering ground and getting through early' is *not* included in the thinking of the task force. Transfer between phases would be a collective decision of the child, parent and teacher.

If our proposed Phase A can be compared to what is currently referred to as preschool education, then it becomes clear that we are advocating beyond this level a system of education which normally includes eleven years of schooling. The twelfth year of schooling would be assigned to the college system.

Formal completion of the last year of Phase D would normally represent the prerequisite for entering college. The presumption is that the colleges would pursue an open admission policy so that no student beyond completion of Phase D be barred from entering college at any time he might wish to do so. We also presume that any older student would not be precluded from entering college because he has not formally completed Phase D.

Proposal No. 1: that the phases as proposed herein be adopted as the structure for elementary and secondary schooling and that the necessary adjustments be made in post-secondary education structure.

C Early Education

One of the most important realizations from experience and research is that the early years of a child's life are the most creative and productive. While there is evidence to show that there is ultimately a substantial increase in educational achievement if the child is reached soon enough, the task force believes that the potential of early childhood education lies in the provision of appropriate experiences. Believing this to be so, it is felt to be quite wrong not to develop further in Alberta some concerted plan to recognize the potential of the very young child and give him the opportunity to develop at a much earlier age.

Rather than thinking in terms of extending schooling downward, it is felt that all education should proceed *from* the basis of the earliest possible exposure to learning experiences, and that these should be primarily in the 'feeling' and 'doing' fields rather than the 'thinking' field.

It is strongly urged that there be a major shift of thinking from that of relating studentship with specific chronological age. Experience gained in other parts of the world (e.g. British Infant School)¹ would indicate clearly that such barriers should be removed since they do not necessarily bear any direct relationship to the child's ability to learn.

Thus, it is felt that in Alberta it is difficult to establish 'N' as a constant. Furthermore, as society shifts, so demands for extending education in any direction are bound to shift. It is urged that increased involvement of parents of children younger than the present Grade 1 age be sought and that this whole process be propelled at greater speed.

While there are some excellent kindergartens in existence, a responsible viewpoint compels us to deplore the existence and casual mushrooming of many second-rate kindergartens. This cannot be criticized too strongly. Poor quality of educational experiences is being provided under often inadequate conditions, physical, emotional and environmental.

Present trends indicate that, because of working mothers, marriage breakdown, economic pressure, etc., an increasing number of children below the age of 5 1/2 are being ignored from the standpoint of receiving valuable learning experiences. Surely, to fail to take immediate steps to help this age group would be not only irresponsible but tragic in the light of the effect on the future life of the child.

¹Report of an International Seminar' British Infant School

Proposal No. 2: that for the period up to 1980 public institutions be established in Alberta to which parents may, at their discretion, bring their children when they reach ages 3, 4, or 5. The emphasis in these institutions should be on providing children with a variety of experiences in an environment in which children are able to move at their own rate. It is presumed that these children will move continually toward Phase B of the educational system. Maturity would be a major criterion upon which to base movement from Phase A to Phase B.

D Opening up the System

1 Planned Differentiation

While we hold that schools should not be segregated by sex, religion, social class or school program, there is room in a large system for important differences within and between schools *by design*, not just in course offerings but also in philosophy, organization and pedagogical styles. Institutions with planned differences should be accessible to all. It follows, therefore, that the development of private schools, of schools with special religious or other influences, or of 'free schools', would not be necessary outside the public system. Great variation would be possible provided that educational standards are maintained and laws of society complied with. Sometimes group rights may be elevated over individual rights, and vigilance should be preserved to prevent this situation, but in general there should be freedom of choice as to where a child goes to school without financial penalty, provided satisfactory quality of education is offered.

Proposal No. 3: that all school systems, insofar as is feasible, pursue a policy of planned differentiation, particularly in Phases C and D.

Within a given school or system, while it is the collective responsibility to make certain that every child receives an education, it would be desirable for a student to have *some* choice of teacher and equally desirable, within reason, for a teacher to have *some* choice regarding the students he teaches. This availability of choice applies even to the very young child if, in most cases, we are willing to accept the parent or guardian as the proxy for the child.

2 School Boundaries and Compulsory Attendance

Rigid attendance laws may increase the apparent holding power of schools but the task force is concerned that the laws may militate against meaningful participation. Such participation derives from the attractiveness and relevance of the educational experience.

While society must ensure that all its members obtain a modicum of schooling, uniform, compulsory and rigid attendance laws seem inappropriate. It is our hope that eventually compulsory attendance will become irrelevant. For the time being we propose downward revision in the period of compulsory attendance.

Other proposals for elimination of school boundaries, for specialization of instruction and for flexibility in entry and re-entry provisions will, if implemented, increase the effective participation of students.

Proposal No. 4: that there be an abandonment of school attendance boundaries within administrative units.

Proposal No. 5: that there be immediate abolition of compulsory attendance beyond Phase C.

3 Separate Schools and Other Minority Groups

We wish to state here our view regarding Separate Schools and other minority groups. We believe that for the public schools to be acceptable they must be truly representative of the total community and not just of the major sub-group. The organizational structure must be of such a nature that the schools are not offensive to any element within the community which is accommodated by the public schools. For example, students who are members of a particular minority group should in no way be penalized for absenting themselves on their holy days.

We recognize the constitutional right contained in the British North America Act which permits a single minority to establish a separate school system; nonetheless, we do not think that the privilege thus accorded the group should become an infringement on the rights of individual members of the group.

Proposal No. 6: that there be immediate elimination of the requirement that members of the minority faith be asked to complete the present Form R should they wish to attend the public system or vice versa.

Nor do we think that the minority group should be penalized by not having the same rights as the public school system.

Proposal No. 7: that separate schools be organized on the same geographic administrative basis as that on which the public schools are organized.

4 Modification of the School Year

Not only has the task force addressed itself to the question of re-structuring the present school system, but consideration has been given to modification of the school year. Certain proposals regarding the advantages of a year round system of education are viewed by the task force as worthy of consideration, it being felt that the existing system is not necessarily the best one in the light of present day conditions and those of the foreseeable future.

The quarterly system would give the student freedom and flexibility in choosing his courses. He could move in and out of the school and the market place for three months at any quarter of the school year. The total community would benefit from the quarterly system, since the pattern of tourism and employment of students could be dispersed over a wider period of the year, eliminating much of the congestion that tends to build up during the months of July and August at present.¹

There are certain advantages to teachers seen in the application of the quarterly system, one of the more obvious ones being that teachers could use two quarters to pursue further education, research, etc., without absenting themselves from the school for the lengthy period which would be required at present.

There are other methods of dividing the school year which have their own advantages. However, we believe that in Alberta there is merit in

¹ Adapted from A Plan for All Seasons Charles Frizell The B C Teacher December 1970

investigating further the potential of the quarterly system. Where the quarterly system is used, a revision of curriculum would obviously be necessary.

Proposal No. 8: that the quarterly system be tried in a few jurisdictions in Alberta so that the advantages of this system can be assessed.

E Comprehensive Planning

In considering the functions and interrelations of the organizations, bodies and institutions involved in the financing and development of education at the different levels, we seek efficiency in applying the aforementioned principles which advocate a comprehensive overall system and increasingly specialized and differentiated subsystems.

1 Provincial Office of Educational Planning

In proposing comprehensive planning, we emphasize that we do not recommend authoritative structures or rigid master plans. To the contrary, we consider authoritarianism in this context undesirable, but we *do* seek to forestall the chaos which will result from irresponsible development within the system. We envision the use of system-wide planning as establishing a state of affairs in which individual freedoms are preserved and extended. Planning must not only be carried out within the educational system but also among other systems related to human development. We see the need for a series of coordinating committees at the general levels of cabinet, civil service, local or regional authorities, all interacting with human resources.

Proposal No. 9: that there be established a Provincial Office of Educational Planning responsible to the Minister of Education through the Department of Education and composed of planning commissions based on -

- a Elementary and Secondary Education with increasing emphasis on Early Childhood Education;
- b Post Secondary Education;
- c Continuing Education.

These divisions are seen as overlapping, and are not viewed in terms of rigid categories.

The role of the provincial Department of Education is seen as one of dealing with broad educational questions and not one of implementing specifics. The Department of Education should perform a planning and advisory role. This department should also establish the structure for financing education. The role of the school is seen as one of dealing with particular needs of certain people in certain areas. There are other levels of authority which are seen as functioning between these two, notably school boards and certain peripheral levels such as commissions and research agencies.

2 Regional Plan - School Councils

On the one hand we recommend a regional plan for geographic units larger than many present school systems, but on the other hand we recommend school councils for individual schools or school zones (one Phase D school and its feeder Phase A, B and C schools). In this way those responsibilities relating to curriculum, instruction, and learning will be the concern of a council relatively close to the pupils and teachers, and the responsibilities relating to finance will be the concern of a unit sufficiently large to be efficient. While it should be possible for teachers to be members of a regional board, it should be mandatory that the professionals have representation on a school council.

Proposal No. 10: that outside the large cities there be a move toward the amalgamation of many small school systems into a *geographic region* type of arrangement, in which each region would provide a full range of educational opportunities.

Proposal No. 11: that school councils be established for individual schools or school zones, such councils to be responsible for matters relating to curriculum, teaching and learning.

City regions are growing large and, according to indications, will become enormous. Here, regions might be defined according to population, with several regions within a city. One should not overlook, however, that this proposal might not be consistent with the trend toward elimination of school boundaries for students.

Criteria for regions might be (a) geography, (b) economics, or (c) a mixture of both. Regions might be defined on a population basis which is economically and educationally feasible; for example, a 5,000 student minimum and 50,000 student maximum. The regional concept of school system organization as here envisioned would involve educational services only and as such would be governed by a board whose members are elected specifically for that purpose. This implies the discontinuance of the present county system.

3 Centralization

Quite apart from our proposal for a move to larger regions for administration and governance, we wish to consider the question of centralization. The task force has expressed the view that facilities for Phase A should be located as close to the home as possible. However, as students grow older, distances to travel become less of a problem and the need to assemble large groups of students (in order to provide the desired variety of educational experiences) becomes greater. The concept of progressively larger attendance areas for Phases B, C and D is a marked departure from the pattern of Grade I - XII centralization that has occurred in the province to date. Although we realize that there is a limit to the distance that children of any age can travel, the task force feels that there is still a real opportunity to improve education in many rural jurisdictions by further centralization.

4 Governance

The task force feels that for some time governance of education will continue much as it is today through the Minister of Education, the Department of Education and school boards.

The task force recognizes the necessity of many members of school boards becoming better informed of current developments in education. We recommend that the Alberta School Trustees' Association give high priority to this need. Many members of school boards have yet to learn the distinction between policy formation, which is their role, and administration, which is the role of the superintendent and of staff.

As a general principle regarding governance, always there must be a vehicle, readily available, through which the individual right of appeal is protected, just as in other branches of society.

5 Reduction of School Board Administrative Personnel

The existence of too many administrators in any system appears to produce a climate conducive to inefficiency and frustration. A large bureaucracy seems to generate its own needs and, rather than providing needed assistance to teachers, increases the demands on teacher time and constraints on teacher autonomy. In the individualistic society of the next thirty years, teachers should become self directed professionals working in collegial groups.

The number of central office personnel should be determined by the tasks and decision-making responsibilities assigned to that office. Since the task force advocates more decision-making at the school level, there should be a corresponding reduction in the numbers of administrative personnel required in central offices.

Proposal No. 12: that numbers of school board central office administrative personnel be reduced.

We do not see any possibility of putting into practice the principle of comprehensive planning under existing educational systems in Canada.

We foresee a time, however, when, despite the constitutional history of education in Canada, there will be a place for a federal office of education. This office would operate as an agency devoted to coordinating those aspects of education in which the federal government is already involved, extensive research of studies at a national level, but no implication of curriculum specifics. Perhaps a state of maturity will be reached in which provinces will relinquish their authority in limited areas for the common good.

Although we have dealt specifically with education of Albertans, we have tried not to become too parochial. We realize that, in Alberta, education has to be viewed in relation to education in other parts of Canada and the world.

CHAPTER III

PROCESS

A Principles which Guide Teaching, Learning and Evaluation

In considering the *principles which should guide teaching, learning and evaluation* in the N-12 subsystem, once again we start from the base that everyone has a right to an education, that society has a responsibility to provide the opportunity for an education and that there is an additional responsibility, namely that of making certain that, up to a certain level, education *is* obtained. The acceptance of the latter responsibility stems from the belief that the educational experience is a necessity in order to develop an enlightened member of society. Recognizing this, educators must place the individual at the heart of the process of education and design the performing of learning activities to facilitate individual growth. Educators must strive to move in the direction of making the educational process so meaningful that it is not only attractive but becomes compulsive.

Teaching is defined as activities designed and performed to produce changes in student behavior. If one goal of education is self-actualization and if the basic emphasis must center on real concern for the individual, then all teaching must be so directed.

We view teaching from two standpoints. For the pupil we call for a series of educational experiences that have relevance to him as an unique person: experiences that help him actualize his potentialities as an individual; experiences that allow his personality to grow within a supportive and mutually reinforcing fabric of society and culture, in harmony with his physical environment. For the teacher, we call for an educational organization that recognizes his integrity and that allows him to exercise his judgment in creating a good sort of educational environment.

Communication skills have to be developed to a far greater degree in teaching than they are at present. The teaching profession has an obligation to work more closely with parents to promote in them a high

degree of appreciation of the value of education. A partnership should be formed among pupil, teacher and parent in an atmosphere of mutual support. No one of these partners can be the *sole* determiner of whether a child does or does not receive an education, nor of the nature of his education.

Learning must remain an active process. Constant effort should be made to apply to learning the immediate environment as well as broader environments (history, etc). It is believed that knowledge is significant only when it can be related to individual experience and need.

The teaching-learning process, as defined by Dr. Miklos, consists of all activities and events which are related to the primary purpose of the system: the influencing or modification of pupil behavior. He goes on to point out that these two aspects of education (teaching and learning) rely heavily on pupil-teacher interaction, in which the teacher tends to play a mediating role among children, content and materials of instruction.

All teaching-learning activities might be viewed as one process in an educational organization and all components, human and non-human, which are engaged in the same process, form a subsystem. The ordering of the various components, the relationship among them and the relatively enduring characteristics of processes, define the structure of the whole system. The teaching-learning process is at the core of the system and all other processes are subservient. It is felt by some that the cause-effect relationships among teaching and learning events are poorly understood.

We have studied with interest research on the 'open education' approach to children's learning, practised in the British Infant Schools and now being attempted in parts of the United States. We recommend consideration of this approach.

The teaching-learning process forms a central position in education because first, it is the key subsystem for achieving the purposes of the educational organization and second, the form which the process takes determines how other processes will be carried out and how the system will be structured in general.

1 Research

We see a pressing need for additional research in education not only directed toward a useable general theory of learning but also toward the application of the discoveries of research activities in the educational setting.

Proposal No. 13: that research and development be funded to a minimum level of 1 percent of the total educational expenditure.

2 Evaluation

Evaluation of education in this subsystem is not merely a measurement of teaching and learning but is, as well, an appreciation of the extent to which individuals are both cognitively and affectively ready for learning. It might be pointed out that schools are subject to direct and indirect feedback as a consequence of the student produced. Perhaps this area is one in which greater emphasis could be placed on monitoring system processes in order to obtain immediate feedback. This feedback would provide an excellent and rapid means of gauging changes in a changing environment. There is no implication of vacillation here but rather support of a continuous analysis of the learning situation.

The preoccupation with measurement and grading still prevalent in the N-12 system today is an underlying source of hostility between pupils and teachers. Nearly everything the student does appears likely to be rated. The teacher is the chief source of these judgments, even though the teacher may resent them as much as the students do.¹

If planners are to judge the effectiveness of the programs under their jurisdiction, if teachers are to criticize the effectiveness of their teaching, and if students are to discriminate between what they do and do not know, there must be some system of measuring these matters. Therefore evaluation per se is not the problem, but rather the *purpose* of evaluation.

¹ Adapted from Evaluation and Measurement Newsletter
The Ontario Institute for Studies in Education October 1970

The purpose should be diagnostic: to indicate where the individuals concerned, that is students, teachers and planners, have gone wrong and how they may improve their performance. Students have to judge their own progress and like others in the system, need experience in self-evaluation.

In other words, *useful evaluation* must provide information about the extent to which a program has achieved its aims.

Unfortunately evaluation frequently is equated to rating, and is used to produce grades which will permit administrators to classify and sort children. This situation continues despite the fact that it is known, for example, that the validity of I.Q. and other standardized tests is questionable. Once these ratings appear on a student's record card, however, the unreliability of the ratings is not constantly remembered. The result is a categorization sometimes so rigid that the student is placed in a mold from which it is difficult to escape. The offense to the student's sense of self-esteem is sometimes immeasurable.

Proposal No. 14: that

- a measurement and rating of students be de-emphasized;
- b evaluation of the educational system and process be increased.

3 Trends in Teaching

We have outlined broad principles which we consider should guide teaching, learning and evaluation, but there are certain specific trends in teaching which should be noted. These trends, up to 1999, are expected to be:

- a The teacher during the next thirty years will be increasingly called upon to deal with the higher cognitive processes, learning in the affective domain which is the basis for mental health, human relationships, and social relationships.
- b Teaching will probably occur in schools with increasing use of environmental institutions to the end of the century, however, the information giving and information receiving activities will take place either outside the school or, if in school, via curricular kits.
- c The nature of teaching will shift to permit widespread individualism. The role of the teacher will be to assess, diagnose, evaluate, guide, inspire and catalyze self-discovery.

- d The teacher, assisted by teams of experts, will reflect the stress on mental health, and the positive aspects of affective development.
- e The teacher will be assisted substantially by paraprofessionals, specialists in human relations and social skills and other professionals.
- f Administration will be largely the coordination and facilitation of teams of experts, of whom the teacher is one.

For the next ten years, teachers will be required to deal increasingly with human relationships. Teaching will stress individualization, humanization and the development of inquiry skills. The teacher will become less and less an imparter of information and will make increasing use of technology, the assistance of paraprofessionals and other professional expertise, as well as his own. The role of the teacher will move gradually into the areas outlined in point c above.

4 Curricular Instructional Adaptations

Significant innovations and major curricular instructional adaptations should be considered immediately if education is to keep pace with its environment. The teaching of self-direction must begin at the earliest possible level, since as the child grows older, wider vistas provide many interest diversions. Constant effort must be made to make critical use of developing sciences (such as computer)¹ in order to utilize available material. Without sacrificing the teaching and learning of certain basic skills, educators must be alert to the need to identify 'clusters of skills, concepts and understandings' that may cut across conventional subject lines. An attempt to apply this thinking is noted in the development of the Man in Alberta Social Studies Course prepared primarily for Calgary. We particularly commend their ultimate goal approach.

We hope that there will be a move away from the classification of courses (and therefore sometimes groups of children) as what is termed today as 'vocational'. We feel that there is an aspect of liberal education and technical education in this type of learning.

All this thinking demands flexibility on the part of planners and teachers, such flexibility being essential if students are to find

¹See page 46

the relevance advocated previously. To promote the concept of education as a cooperative endeavor, educators and boards must be encouraged to draw on other human resources.

B School Administrators - Present and Future

The responsibilities of principals and other administrators in the schools of today are far greater than is generally recognized by the general public or by many individuals within the educational system.

Principals and their staffs find themselves in a position of trying to establish within a given school a climate which is of sufficient harmony and efficiency that the individuals involved are able to attain maximum potential. The difficulties of achieving this state of affairs are enormous in a world in which people are generally confused and groping for answers. However, while many young people are unsettled and sense that their elders are bewildered, still many more enjoy the present and look with excitement to the future. Principals must seek to ensure that *all* individuals within the school are treated with patience, encouragement and professional expertise.

We of this task force envision that the responsibilities of principals (or their counterparts for the rest of the century) will undoubtedly change as the system changes. However, as we have said elsewhere, we cannot foresee a time within the next twenty years when there will not be some form of structure in the educational system and therefore the need for someone to administer. No matter how sophisticated technological advances become, we see the need for human beings to administer within a community of humans. In such an environment the principal's role will alter, but we think it unlikely that it will become less onerous.

The potential influence for good of the principal in the school will continue to be significant provided that individual is able to remain flexible in reactions to the shifting environment. This flexibility will have to be practised without compromising basic truths and standards of excellence.

Principals and teachers must be encouraged to involve themselves in the community. By example, the principal will have to show members of the school community that there *is* respect for the individual. Consideration will have to be given to solutions to problems as they may be proposed by staff and students, and warm human relationships must continue to be nourished no matter how complex the structure may become.

The principal of 1972 or 1980, or the person who assumes the role of governance in whatever educational situation exists in the years beyond, will have to be someone who will prepare for change, anticipate it in thought, and revise accordingly. How can this situation best be achieved and how may the individuals concerned be best supported?

If indeed we intend to practise planned differentiation among schools we therefore assume differences in the kind of person who will be an administrator. We cannot emphasize too strongly the great importance we place on the person of the principal, indeed of every administrator.

Proposal No. 15:

- a that in support of provision of differences in institutions, principals be appointed with a view to the collegiality of the group(s) within which the principal must administer, that is, the relationship among the principal, administrative staff and students;
- b that the appointment of a principal be made on a five year basis; at the end of this time review be undertaken both from the standpoint of the individual concerned and central administration, as to benefits to be gained from renewal of the appointment.

Proposal No. 16: that school administrative personnel other than principals also be appointed on the basis of collegiality and that these appointments also be made on a five year basis.

The task force, in studying the disparity between the number of women in the teaching force and the number of women in administrative positions, is led to believe that discrimination has been practised. We are aware that responsibility for applying for administrative positions rests with the individual, but we feel strongly that the *opportunity to do so* must be there.

Proposal No. 17: that selection for administrative appointments be on the basis of suitability for the position without prejudice as to sex, race, color or creed.

C Guidelines re Admission and Re-entry

Decisions regarding guidelines regarding initial admission and re-entry to different programs/institutions should be based on two factors:

- 1 the desire of the child/parent, indicating sufficient motivation and competence to suggest reasonable expectation of success; and
- 2 whether or not the individual has completed the activities essential to proceed to the point in question.

There must be a move away from inflexible entry and re-entry regulations. The door must be kept open to accommodate changing goals and development of individuals.

One suggestion which might be considered in this light is that students, at least beyond Phase C, contract for a certain unit of work. A proposal of this nature would be feasible under a system which provides for multiple entry. If this contract is unfulfilled the student might have to wait one time period before being permitted to enter a new contract for the same unit. Efficient guidance functions must be available to students so that full information about themselves, the institution and their own progress can form the basis for their decisions.

The question of parent-student conflict of interests must again be considered here. There can be no clear line of demarcation, but it must be recognized that parental control over a student's decision in regard to his education is a gradually diminishing factor and eventually a state of mutual consultation, or no control at all, exists. In the final analysis the student, as majority stockholder, must make decisions, and it is to be hoped that with a flexible entry and re-entry policy combined with guidance the student may have a far better chance of achieving his goals.

In considering the relation of the N-12 subsystem to the community and to various stakeholder/pressure/interest groups, the task force believes that if the educational system is to be effective it must maintain close contact with its environment. It must become involved with the community by actually getting into the community and earning its support.

It has been stated that while schools are servants of society the task of changing society has frequently been assigned to the schools. We emphasize the necessity of relating closely to society, for we believe that schools alone cannot *change* society. The trend must be continued toward schools which are open to environmental experiences and institutions which allow students to make an increasing proportion of their own educational decisions.

I Concerning Children with Special Problems

Though the task force will deal with special problems of the handicapped, natives, bilingual communities, etc., in a later part of this chapter,¹ there are some general statements in this regard which we wish to make at this point. From the view of the total society, it is our wish to see that all individuals achieve happiness and become productive members of society. Students with special problems should be accommodated within regular educational institutions wherever this is possible. *Only when very special conditions exist should students be segregated from the regular system*, and the possibility of returning such students to the system should be considered constantly. The objective of all types of special education is to integrate people in society as soon as possible.

Since our primary consideration has consistently been directed toward the individual, we would therefore wish, for example in the case of an Indian child, to regard him *first as a child and second as a person with cultural differences*. We consider that all minority groups, where they exist in sufficient numbers, can and should have their cultural diversity served, but within those groups students can also be nourished along the lines of the individual.

D Specialized Technical Training

There appears to be some opinion that the reduction of specialized technical training for specific groups might be a move in the direction of increased efficiency. It is felt by some that technical training skills might properly be gained through the assumption by various outside groups

¹See pp. 34 to 37

of the responsibility for on-the-job training. While this opinion might seem sound in view of rapidly changing needs of the labor force, this task force has definite reservations concerning such so-called economy. We feel that it is almost impossible to decide what is really vocational training until the student indeed applies certain knowledge *as* his vocation. We think that there has been a meaningless distinction made, for example, between considering the study of English as one kind of learning and the study of motor mechanics as another kind of learning frequently specified as 'vocational'. Each of these subject areas may eventually become vocational for the individuals concerned.

It should be noted that the school, as we see it, will continue to provide a number of exploratory subjects in various skills and clusters of skills. However, with the removal of what is now called twelfth grade, we see the discontinuance of some specific job programs. We also see an increase in work study programs and other methods of utilizing community resources in educational exploration.

Proposal No. 18: that the trend toward integration of general training in the educational system with practical experience in the community at large be continued and accelerated.

E Special Education for the Handicapped

We recognize that the Government of Alberta has directed a considerable amount of attention to the area of special education and that specific financial support has been provided. Sometimes, in fact, government awareness has appeared to be ahead of public awareness. Also we are acquainted with existing cooperation in this field among the various provinces which makes special facilities available to students with certain handicaps.

Table 11 - 19

Expected & Actual Enrolments in Special Classes for Exceptional Children
Calgary, Edmonton and Alberta, 1969-70

	<u>Mentally Retarded</u>	<u>Speech and Hearing</u>	<u>Vision</u>	<u>Emotionally Disturbed</u>
<u>Calgary</u>				
Expected special students	2,089	2,757	136	2,089
Actual enrolment	917	50	19	82
<u>Edmonton</u>				
Expected special students	2,264	2,988	147	2,264
Actual enrolment	1,073	55	40	48
<u>Other Areas</u>				
Expected special students	4,552	6,009	296	4,552
Actual enrolment	1,432	-	-	-
<u>Total Province</u>				
Expected special students	8,905	11,754	579	8,905
Actual enrolment	3,422	105	59	130
Source: Calculated ¹				

The above figures indicate a disturbing fact, namely that existing programs fall far short of requirements. There seems to be an alarming discrepancy between the probable number of handicapped students needing special services and those actually receiving such attention. Suggestions have been made that *part* of this discrepancy can be explained by reluctance of parents to face special problems, inadequate diagnostic services and facilities, and insufficient financial support. Be this as it may, a very real inadequacy in the educational scene exists and we feel some additional action must be taken. We think that in the next ten years, despite advances in the field of medical science, the problem will be compounded unless strong moves toward correction are instituted.

We therefore urge the Government of Alberta in cooperation with appropriate agencies (educational, social, etc.,) to implement as soon as possible the following proposal.

¹ Studies of the Future - Report #3
Education in Alberta, Population, Enrolment, Economic, Cost and Revenue Considerations, by Dr. Donald Seastone

Proposal No. 19: that

- a comprehensive assessment of needs in special education in Alberta be undertaken to arrive at the most practical method of dealing with existing inequities and with a view to instituting a program for the rest of the century sufficiently flexible to meet changing needs;
- b facilities and services to meet these needs be provided;
- c significantly increased financial support be given to the field of special education;
- d increased efforts be made to prepare and recruit essential personnel (diagnostic, teaching, social service, medical) required for the special needs of the handicapped;
- e particular attention be directed toward alleviating inequities in rural areas in order to equalize the position of rural and urban handicapped children;
- f emphasis be given to the provision of special education for handicapped children *in their early years*, even before Phase A, since it is recognized that the future development of these children is frequently less restricted if they receive identification and treatment in their very early years;
- g protection be provided for individual handicapped children whose needs may be overlooked;
- h a program of public education be instituted to inform adults of the advantages of special education.

F Native Children

We also draw particular attention to the special needs of *native children* in the Province of Alberta. We reinforce our views on minority groups as expressed on page 33 of this report and urge that in cooperation with the Federal Government immediate steps be taken to equalize the education of natives with that of other children of the province. In the immediate future (1980) the level of education for these groups will require additional funds to overcome the existing lag. Required also is extensive and continuous consultation with native peoples themselves. We also endorse the concept of self-determination as expressed through school board membership for native peoples.

G Ethnic Groups

We have considered the aspirations of the students and parents of the Province of Alberta from the standpoint of differences based on ethnic origin. We believe that, as a whole, Canadians take pride in their diverse heritage. We appreciate the desire of many branches of Canadian society to preserve, on a linguistic basis, the culture of their

forebears, it being understood that this viewpoint should in no way diminish the loyalty to Canada of members of ethnic groups.

In Alberta, citizens are drawn from a proportionately large variety of ethnic roots and members of each group may desire the teaching of a specific language in the public schools. *The task force takes the position that where there are enough students of a given ethnic group to make it economically feasible, the public education system should satisfy the desire of the group to have a given language taught.* For example, regarding the French-Canadian community in Alberta, the task force endorses the recommendations of the Commission on Bilingualism and Biculturalism.

In general the task force sees great merit in the enrichment of individuals, and the country as a whole, through the attainment of fluency in *any* second language, be it Cree, French, Hebrew, Ukrainian or German. In a world in which people will probably travel more and more extensively and the need for mutual understanding among peoples will assume even greater significance, the benefits accruing from linguistic expertise are obvious. The task force suggests that in the light of these trends the curricular policy regarding the teaching of a second, or a third, or a fourth language has been too rigid. We recognize that there will be immediate practical difficulties regarding personnel; in the short term the use of native speaking assistants should help. In the long term, if the education system acknowledges the need for personnel to meet instructional demands, then the training institutions should undertake the responsibility to prepare such personnel.

In all aspects of bilingualism and biculturalism we stress the right of the individual, apart from the majority or minority group, to decide whether or not to participate in a second language program.

CHAPTER IV

RESOURCES

A Teacher Education and Certification

The shortage of qualified teachers in Alberta which perforce influenced the recommendations of the Cameron Commission fortunately is being overcome and this fact permits the task force to consider the question of teacher education from a more positive position. For example, in excess of 55 percent (1970) of teachers have four years of training as compared with 25 percent (1958).

For the purposes of this submission, teacher education is seen as the use of some combination of selection and treatment procedures designed to produce in teacher candidates the knowledge, abilities and attitudes required in the teaching task.

1 Personalization of Teacher Education Programs - Period of Internship

The reforms in elementary and secondary education which are advocated elsewhere in this report should also be implemented in teacher education. We would attempt to achieve the goal of producing self-actualized individuals as teachers. We see this goal requiring individually prescribed programs, allowing for maximum development of potential in a human institution. Since it is well known that a teacher tends to teach in the style in which he has been taught, we view the personalization of teacher education as a necessary prerequisite to the personalization of elementary and secondary education.

We must make certain that student teachers are exposed to curriculum and instruction that approach individualization *while they are in the teacher preparation institutions in Alberta*. It is suggested that in this concept there are crucial implications for teacher education which we feel apply at all levels of the N-12 system. Some of these are:

- a Our learners (student teachers) are persons - with feelings and fears and interests and motivations. Individuals resent being treated as just another one of 2,000 or 4,500.
- b Our learners need contact with their peers - to verbalize their experiences; to challenge each other; to support one another.

- c Our learners need opportunities to learn about themselves.
- d Our learners need to get involved in their own learning and to evaluate their own progress.
- e Our learners need to learn from professors in schools of education, but they have much to learn from the personnel in the schools, from professional staff in teachers' associations and departments of education, and from people in all walks of life in the community.
- f Our learners need to learn how to work with other people.
- g Our learners need to explore, and to search, and to discover, and to make mistakes, and so to learn.
- h Our learners need to learn in part by thinking, and then by doing and, perhaps most important of all, by thinking about what they have done.
- i No matter how appropriate their present program, how relevant their learning experiences, how successful they are in acquisition of the desired attitudes, skills and understandings, our learners must learn that they must continue to learn and to be learners as long as they remain teachers.

In more specific terms, there is a need to marry theory and practice by the incorporation of a planned series of experiences in teaching practice: observation, tutoring, microteaching, student teaching and internship. All of these should be a part of the precertification requirement. Ideally the internship might be in two stages:

- (a) a quarter or semester during which the neophyte is still a student - he would carry half a normal teaching load as part of a team in school. Evaluation (on a pass/fail basis) would be the responsibility of the balance of the team and would be reported to the faculty of education. Completion of this stage would be prerequisite to the bachelor of education degree and should occur sometime prior to the final period of course work on campus.
- (b) a full year following completion of the B. Ed. as a senior intern in a school system. In this phase the teacher would carry two thirds the normal load, again as part of a team. He would be paid by the system an amount commensurate with his teaching load, and would be a full member of the staff. Evaluation would again be completed by colleagues and submitted to the certificating authority, thereby completing the requirements for the professional certificate.

Proposal No. 20: that

- a personalization of teacher education be considered of paramount importance; and
- b in all aspects of teacher education constant attention be paid to the same interaction that these individuals should apply in the field, that is, among learner, teacher and content, always with regard to the total environment.

Proposal No. 21: that, as an initial step, a minimum of four years of teacher education be required for first certification and that this include a period of internship.

2 Policies of Teacher Preparation

Regarding policies of teacher preparation we have certain specific recommendations.

Proposal No. 22: that

- a no teacher education program be devised that is not based on a thorough analysis of teaching as a task, an analysis which will provide some secure basis for teacher-learning;
- b responsibility for teacher education programs remain with the faculties of education but the concern of all segments of the education system should be reflected in advisory structure;
- c flexible re-entry programs be the responsibility of the teacher education institution;
- d teacher education programs include preparation in general intellectual skills, communication skills both spoken and written, skills of teamwork within the profession, the school and the community, and a graduated series of practice experiences.

3 Screening of Personnel Who Teach

The task force feels that a much more responsible position must be taken regarding the matter of screening those who are permitted to enter the teaching profession. For those in a position of authority to avoid taking immediate action would, we consider, be a position which could not be condoned in the light of the effect on those who are taught.

In considering the matter of screening we have given consideration to the questions of (a) who should do the screening, (b) what criteria should be used in the screening procedure, and (c) the method of carrying out the process.

With regard to the first question, we see the need for close interaction among members of the faculties of teacher education institutions, representatives of the teaching profession and teacher education students themselves. This interaction supports our basic position that those who are affected by decisions should participate in the decision-making process. We realize, however, that ultimate responsibility for a final decision regarding the suitability of a particular individual must rest with someone, and we feel that this role must continue to be assumed by the faculties of education, provided that the teaching profession and the individual student participate in a meaningful way.

In answer to the second question, though there are undoubtedly additional points which could be included, the following are considered to be major criteria necessary in forming a basis for screening teacher candidates:

- 1 emotional and psychological stability;
- 2 physical health;
- 3 intellectual attainment;
- 4 ability to communicate;
- 5 performance during practice (internship) experiences;
- 6 quality and personality of the person.

Thirdly, the method of carrying out the screening process should involve a continuing process of reappraisal. We feel that candidates should be scrutinized and guided before they enter the teacher preparation institution, while they are receiving preparation, before they enter the profession and once they are in the profession. We think that screening could be carried on continuously at various levels, with a series of interviews and extensive use of guidance services. For example, it is to be hoped that through guidance the teacher education student could achieve a reasonably realistic assessment regarding various criteria and thus be able to arrive at self-selection as to suitability for the profession.

In urging that constant reviews be undertaken as to the effectiveness of those persons already in the teaching profession, we envision such reviews being implemented with sensitivity and practised with tact and discernment. It should be clearly understood that the *reason* for

the review is not to censor teachers but rather to see that members of the profession are working in the most productive areas both from the standpoint of the teacher and the student.

Proposal No. 23: that professional certificates be issued for a term certain and that their renewal be dependent on an assessment of performance based on criteria and procedures developed by the profession.

Regarding the whole question of screening we caution that while there is need for the adoption of more effective selection procedures, use of only *one* kind of screening would be undesirable. All screening is considered as a component part of the whole process of teacher education.

4 Other Persons in the Education Process

The delineation between the proposed 'teacher' and paraprofessional to 1999 is not too clearly defined in forecasts. It is pointed out, however, that paraprofessionals should perform routine, repetitive tasks, thus freeing the teacher for tasks that cannot be carried out by those less well qualified. The training of the paraprofessional and the development of a curriculum is expected to be of import as the century advances, with emphasis placed on wise selection of candidates. Increasing specialization is expected to result in greater pressure on the teacher. Indications point to expanding use of the paraprofessional to ease this situation.

We include in the realm of outside personnel both volunteer and employed persons; those who bring special talents to the job at hand and whose function, as we said before, is to relieve teachers of activities not requiring their particular skills. We consider that the teacher ought to retain the function of deciding the direction learning should take, diagnosing needs, prescribing what should take place and evaluating what has taken place in the area of concern.

B Teacher Salaries and Working Conditions

The task force is of the opinion that the salaries and conditions of work of the occupation should be made sufficiently attractive that society may select those who teach from among the most talented and best qualified personnel, so that ultimately the children of Alberta may derive maximum benefit.

1 Salaries

It is clear that in Alberta salaries of teachers have never equalled incomes of most other professional groups. In recent years, earnings of skilled and semi-skilled workers have been advancing at a faster rate than have those of teachers. This is deemed by many to be a major reason for the fact that, except in periods of depression, Alberta has had to import more teachers than it exported in order to staff its schools. However, now that the supply of teachers may be expected to exceed demand, and personnel selection procedures such as those proposed by this task force can be applied, a much more highly qualified and therefore more 'expensive' teaching force will result. The task force is aware of the prevalent feeling that education costs must be held in check and has addressed itself to the problem of attempting to control expenses arising from salary demands without lowering the quality of the teaching force itself.

One alternative to paying all teachers well which is sometimes proposed, is that of paying 'good' teachers well and 'poor' teachers badly. To accept this point of view means that we are prepared to retain poor teachers in the schools so long as they do not cost us too much. Such an attitude is not acceptable to this task force.

A much more fruitful approach, in our view, is to attempt to economize by the use of persons of less advanced training to carry out appropriate school functions and by making full use of educational technology for the teaching of factual material, for drill and for presentation, thereby enabling teachers to handle a significantly greater number of students than at present. This is especially applicable in Phases C and D, but has some application from the very early years onward. Some of the relief of load that would result should be used to provide teachers with more time for planning and study so that they may maintain and increase their competence; the balance should be used to increase the productivity of teachers, that is, to raise the pupil-teacher ratio.

The task force feels that a good deal of valuable teacher and school board energy (and money) is dissipated in negotiating salary agreements.

We suggest that salaries might possibly be negotiated by the Alberta Teachers' Association at the provincial level, provided that some organization, such as an independent board of arbitration, be established to protect the public interest.

2 Sabbatical Leave

The concept of sabbatical leave should be broadened to allow not only for periodic study or travel but also for rebuilding of health.

Statistics in the pension office show that there are many teachers, particularly men, who die during the 45 - 60 age period. Some relief from the pressures of teaching might have given them the lease on life they needed to carry on. Periods of sabbatical leave should count as pensionable service, however, or many teachers who ought to take sabbatical leave will not be able to afford to do so.

3 Environment Conducive to Good Teaching

In order for teachers to provide the best service, they must work in the collegial relationship with other teachers to which we referred in the section of this submission devoted to Organization. Teachers must be allocated the resources required to carry out their tasks; office space, staff lounges designed for the purpose, reference materials, access to technical and secretarial assistance are not luxuries but supplementary investments to enhance the productivity of the primary investment, the teacher. Additional resources must be added where time is required for experimentation and implementation. There are matters of particular concern regarding working conditions in such difficult teaching environments as remote rural areas and inner city schools.

Proposal No. 24: that constant effort be made to improve teaching conditions in areas relating to instructional load, availability of clerical assistance and paraprofessional help, and the removal of restraints which discourage valid experimentation.

- Teachers' Pensions

We consider the matter of pensions, the income pensions will provide at retirement, and the protection and security offered during the teacher's working life to be directly related to working conditions and retention of teachers.

The task force has noted that hardship and inequities exist with respect to:

- 1 dependents (particularly minor children);
- 2 widows or widowers;
- 3 present normal retirement age of 65;
- 4 purchasing power of pensions, once granted;
- 5 disability allowances.

Proposal No. 25: that the Government of Alberta and the Alberta Teachers' Association carry out thorough and periodic revisions of the teachers' pension plan to keep it up to date and comparable to better pension plans in the private sector.

4 In-service Training

We consider *effective* in-service training to be an essential part of the continuing education of the teacher but stress that it should be organized in such a way that the teacher may be freed from other duties without detriment to students.

We know that teachers who are capable of teaching competently with developing instruments or machines will be in short supply during periods of change. Therefore, specialists competent in the fields of educational television, computer science, library planning, community planning and human resources, as well as in technical areas as they evolve, are seen as essential.

Proposal No. 26: that consultative assistance to teachers, with a view to improving their practice in using new techniques and technologies, be provided by the profession itself through the Alberta Teachers' Association and that personnel required to be employed in this capacity be appointed on a short term rather than a permanent basis.

An additional advantage to implementation of the above proposal is that an ever increasing pool of knowledgeable personnel will be created within the system; also the danger of consultants becoming too far removed from realities of day-to-day teaching will be reduced.

C Instructional Resources

The task force endorses in general the use of a wide variety of audio-visual devices and sees great potential value in instructional technology. We would, however, caution against the *haphazard* use of developing technology, both from the standpoint of effective teaching and efficient use of funds.

We are approaching a time when instruction may be dispensed mainly not by individuals but by man-made systems. Much of what teachers consider customary teaching practice today may become irrelevant. We face the fact that communication will no longer necessarily imply proximity, and greater reliance will be placed on the use of devices for distant communication.

I Computer

In endorsing the value of instructional technology, the task force has considered the place of the computer in education in the N-12 system. The computer may be used in education, as we see it, in three ways:

- as an *object of instruction* (systems analysis);
- as a *tool of instruction* (assisting in instruction);
- as a *tool of management* (test surveys).

In our discussion of the use of the computer in education we will confine ourselves to the second category, a tool of instruction.

Based on a rather superficial knowledge of the use of the computer we foresee potential in certain areas of education, a few of which are listed here.

- a With adequate funds it would be entirely possible to place a terminal in any rural or isolated area thus providing resources for students who would not otherwise have access to them.
- b In a future in which we see increased stress on individuality we foresee the use of the computer as a means of satisfying instincts for individualism at all age levels. The computer permits learning when the learner is ready to learn.
- c The computer might be one answer to the problem of 'teaching' individuals in areas of mass urbanization.

- d There are tremendous possibilities in the areas of foreign language instruction, specialized learning for deaf children, children with reading difficulties, and retarded children.
- e In an era of increased leisure we see great potential use of the computer, for leisure can surely include learning provided there is easy access.

The satisfaction of students now using computers is noted, particularly with regard to efficient use of time and quick access to information.

2 Radio

The contribution of radio to education in Alberta on both national and local networks has been significant and could be increased considerably with justification. Some concern is felt, however, that a general re-trenchment in financial support may be placing this form of education in jeopardy. The task force urges those in decision-making positions to investigate the area of radio contribution to education and if possible provide increased support so long as the need for this form of education exists.

The cultural contribution made by many radio programs (stations) and by film boards has been great and fosters a form of education, in the widest sense, which should be continued.

3 Television

The task force realizes that the potential of television in the N-12 system is incalculable. Pilot projects in educational television have laid the groundwork for the formation of useful guidelines. The imminent establishment of cable television and the probable formation of an educational television network within a very few years combine with other technological developments to project a radically different approach to education.

4 Summary

The task force sees in the use of mechanical and electronic devices, indeed in machines of all types, a need to *retain the machine as the servant of the process*, not the master. We also see a need for change in the somewhat fearful attitude of some teachers toward these devices;

this will come about through exposure of teachers to the possibilities inherent in the various developments.

The dangers of dehumanization of learning are often cited but it should be remembered that the time of the teacher which may be freed would in fact allow more attention to individuals and small groups.

Many of these devices, particularly the computer and television, represent an impact on the educational scene which requires detailed analysis. The impact of the computer and television is here *now*. It is conceivable that unless the educational system moves quickly to evaluate their use in education, private firms will move into this lucrative market, push first for the 'hardware' and then for teaching material.

Proposal No. 27: that a full scale investigation be undertaken immediately by the Department of Education into the use of computers and television for educational instruction.

CHAPTER V

PLANNING

A Introduction

We now consider what principles should give direction to the processes of long range planning within the educational structures.

The concept that the individual, so far as is possible, should remain master of his own destiny, is at the heart of the planning process. We indeed view planning as a process - not as a set of master plans, and we believe that planning ought to be carefully integrated with social and educational policy development. Planning is really the servant of the policy process, not the guiding force.

The increasing tempo of general change means that adaptations have to be made all the time as interactions between social groups and institutions become more numerous and frequent.

Planning cannot be precise for any length of time, since the targets are moving. One can take hold of trends which guide one in the right direction and aim at the target continuously. In other words, planning has to go on, year by year, in a systematic and continuous way, to deal with changes in time. Whatever the policy planning period, the plan must be studied and re-examined all the time. Within the educational system, as well as in other sectors of society, it is imperative that the participants, the students and staff and administrators, be warned that changes can be expected from time to time in educational objectives, institutions, programs, and working conditions.

Educational planning, as we have said, has to be a continuous exercise, taking into account new factors as they manifest themselves in the economy. Such planning has to be done within a definite framework, capable of adjustment as new knowledge and new trends appear.

Both the production and consumption aspects of education need to be given close attention with respect to the production aspect; there are many serious problems of fitting the educational system to manpower

requirements. The latter, in the case of a province like Alberta, is determined in large part by external factors. It is important to analyze the export or basic industries of the provincial economy in order to read the trends correctly. The province needs to develop its educational system to meet the manpower requirements evolving from the development of the Alberta economy. For decades to come the fate of the Alberta economy will continue to depend upon the growth of the petroleum industry, other resource industries, and international trade trends. The Alberta economy is derivative in the sense that most of the decisions with respect to flows of investment in the province are made outside it. On the other hand, through its educational system, the province can build up skills and initiatives required for the development of unique industries and products. The alternative is to continue to be derivative, and import as has been done in the past substantial numbers of highly skilled, specialized, and educated people.

With respect to the 'consumption' sector of the educational system, it is an essential part of it to provide a viable base for both economic growth and social development. A number of 'cultural' programs are required in the educational system to give sense and purpose to life. In this respect, too, the provincial policy makers have more choices and more flexibility to adapt programs to provincial preferences. At the same time, the technological and economic trends have a significant impact upon the kinds of cultures that evolve in a society.

B Integrated Planning

We feel that integrated planning is required in Alberta education. This is not just the systematic search for and evaluation of alternative means of attaining objectives. It is concerned with the coordination of all the various elements of the educational system and with the relationship between the system and the socio-economic structure of society. Integrated planning involves decisions, the setting in motion of programs, and continuous analysis of the whole educational process by means of:

- 1 evaluation of outcomes and feeding back the information;
- 2 maximum use of up-to-date data on societal trends, and alternative futures.

Two major criteria for assessing the effectiveness of an educational system are relevance and efficiency. By relevance we mean the extent to which the educational system is responsive to immediate and long term needs of society in general and individuals in particular. The second criterion of efficiency is the degree to which improvements in both quality and quantity in education are effected without corresponding increases in costs.

If educational planning is to be relevant it should not be conducted by small isolated groups in the context of narrowly defined terms of reference, but rather in the context of a comprehensive integrated approach. Nor must it be overly concerned with peculiar characteristics of individual institutions or particular levels unless these areas are related to existing and forecast social, political and educational trends. There should also be a move away from the concentration on governmental institutions, their legal norms and regulations. Instead, emphasis should be placed on the performance and behavior of the educational system.

In summary we wish to re-emphasize our belief that in all our thinking regarding planning for education in Alberta we *start* from the premise that education is a process which goes on continually everywhere, in all facets of individual life. There are no barriers of structure within which education can, or should be, confined.

Finally, in all aspects of developing comprehensive concepts of educational planning we urge continuous incorporation of the qualitative aspects with the quantitative; to project the past and present into the future, and to integrate the science of planning more carefully with the art of social, economic and educational policy making.¹

Returning to the individual, we must always seek to plan an educational environment in which each person has something to live for, not just something to live on.

¹ Summary of the presentation by the Canadian Delegation to the O E C D Conference, Paris, June 3-6, 1970.

Proposal No. 28: that the Provincial Office of Educational Planning pursue refinement of techniques and methodologies; development of comprehensive simulated models of educational systems and of new and more concise indices; continuing use of developing indicators of social trends; and the development of more precise techniques for evaluation.¹

C Facilities of the Future

This portion of our report is more applicable to large urban areas than to rural centres. However, to a greater or lesser degree it applies equally well to the smaller community.

This task force supports the community-centred campi concept in that it reinforces our position regarding the close relationship between the school in the community and the community in the school.

Community-centred educational campi for education, re-education and continuing education for all ages will become more common as we approach 1980. These campi will seek to take into account:

- 1 rapid expansion of new knowledge;
- 2 later entry to the labor force, earlier retirement, shorter work week;
- 3 the necessity to provide continuous involvement of all education facilities with the community;
- 4 the 'blurring' of lines between *leisure* and *work* as it applies to the individual and the recognition that achievement of self-fulfillment of the individual is the most sought-after goal;
- 5 acknowledgement that the *quality* of opportunities provided by any community-centered educational enterprise is of prime importance, followed closely by accessibility to or availability of such opportunities.

We see many possible advantages in this concept (sometimes referred to as the Education Park Concept), one among them being that it could equalize educational opportunities for people of varying ethnic, social

¹ See Proposal No. 9, page 21, re structure of Provincial Office of Educational Planning.

and economic backgrounds. We envision learners of all ages and every kind of home environment being provided with access to facilities of the highest quality in a socially integrated environment.

We see community-centred campi being designed as a cluster of buildings, placed in a park setting and meeting the needs of people of all ages in such areas as the Humanities, Communications, Recreation, and Environmental Studies. The buildings will be multi-storied with provision for parking areas and even some living apartments. This complex of buildings on a campus-like site will share common facilities, specialist staff, mechanical services and the other elements of the required physical plant. Educational levels will cater to all community groups. Ideally, these parks will be situated at 'bridging points' of areas of different socio-economic levels, thereby making integration possible. Special transport will likely be needed for those living beyond walking distance.

This concept has the potential of being a powerful urban renewal tool. By infusing new amenities and upgrading programs, it might help to break the poverty cycle characteristic of many inner city areas.

A great deal of research material is available on this subject but, in general, we foresee an educational complex in which there will be provision for:

- a accomodation of people in a busy atmosphere - a place for interaction between members of larger groups;
- b places of semi-quiet for smaller discussion groups;
- c places, such as carrels, where students seeking solitude might go.

Activities within this educational plant will include the *participation* of students and teacher (even though the latter's role might appear to be that of monitor). There will be *exchange* involving interaction between teacher and student, *discussion* by which individuals can communicate and share information, *dissemination* of information, *counselling-tutorial* activities and *individual study*.

There will continue to be responsibility for trained professionals to provide individuals of any age with the best possible learning environment. The role of the 'teacher' is seen as crucial. We emphasize that in any proposed complex, a learning evaluation centre will be the core since it will be essential that the learner have access to assistance in monitoring his progress and planning further courses of action.

Adults will attend in the capacity of learners and teachers. Many adults, skilled in various fields, will have much to offer the learners of tomorrow and this resource must be developed.

Architectural design of future campi must, of necessity, include a myriad of technical details but must try to minimize the possibilities of built-in obsolescence.

The following details list, in part, some of the facilities which would be provided.

- 1 The proposed educational complex will be connected with underground, ground, and above ground walkways, mobilized or otherwise, and rapid transit not only from outlying areas but also inner-city areas.
- 2 This 'community centre of learning' will contain facilities for preschool children of all ages and needs plus facilities for adult education, re-education and continuing education.
- 3 The 'school' plant will be fashioned on the concept of a 'super library' and will contain the latest in audio-visual aids equipment surrounded by classrooms or ancillary rooms, individual receiving sets, and countless individual study carrels in a vast library setting with intertel communications with even more vast library facilities in other libraries not only within the city but also in other cities as well.
- 4 Coupled with these central facilities which offer a widely varied approach to education could be a comprehensive series of programmed learning in diversified areas on certain channels of the TV sets in individual homes. We foresee extensive use of many branches of technology such as the computer.

We appear to have stressed only concepts of large educational centres. However, in accordance with our views on individuality, we in no way give more weight to the value of institutions than we do to the individuals who may use them. Indeed we consider the use of the community on the personal level as extremely important for we see membership in a community involving a measure of commitment. In a large society some individuals are going to meet with 'success' with relative ease while others are going to meet with difficulties and failure through no special fault of their own. There is a responsibility for the fortunate to help those less fortunate. Good citizenship can best be developed through the understanding that comes from working together in a common purpose. The community can foster appreciation of differences, the worth of the person and the practice of the kind of individuality which produces understanding of the reasonableness of interdependence among people.

In all aspects of planning we caution against becoming mesmerized with innovation. Any concern with large education centres which leads to preoccupation with the plant rather than people would be in direct conflict with our basic philosophy of education.

CHAPTER VI

COSTS OF THE N-12 SUBSYSTEM

A Introduction

We have stated our position regarding manpower requirements and have acknowledged the fact that in Alberta the growth of the petroleum industry, other resource industries and international trade trends will probably dictate the state of the economy. We have also acknowledged the responsibility education must assume regarding the kind of schooling which must be offered in order to fit individuals for the demands of society.

We will attempt to indicate how much of the provincial resources should be allocated to education, bearing in mind the fact that the people of Alberta have a right to expect a high degree of accountability for demands on the public purse. We will also consider adjustments in the tax system to provide the required funds equitably and efficiently.

In Canada the annual expenditure on education has grown by approximately 12.5 percent per year per capita from 1946 to 1969 (or, from \$24 per capita in 1946 to \$345 per capita in 1969). In the same period the gross national product per capita has increased from \$967 in 1946 to \$3,708 in 1969. Therefore the educational expenditure per capita increased twice as fast as the gross national product, for a variety of reasons, including large increases in the school age population, better holding power and others.

On the basis of rate of growth of expenditure in the past twenty years the total expenditure on education *in Canada* would increase from an estimated \$8 billion in 1970 (or a little less than 10 percent of the gross national product) to nearly \$40 billion in 1981, which would be more than one-fifth of the gross national product. However, because of expected constraints, a likely projection for 1981 is \$25 billion, or 14 percent of the projected gross national product.

B Growth in Expenditures 1958-1968

Increases in expenditures on education are affected by three interacting factors: increases in enrolment; increases in price levels of goods and services; and increases in level and quality of education provided.

Although it is difficult to derive an accurate measure of the degree to which each of the above factors has contributed to the increase in the decade under review, we estimate that about 22.4 percent could be attributed to growth in enrolment, 13 percent to direct inflation, 16 percent to increase in prices of services, and the remaining 48.6 percent to quality.

Major factors which, in the past, have caused an increase in capital expenditures on education were:

- 1 increased enrolments and change in pupil distribution by grades and geographically;
- 2 increase in quality and complexity of facilities.

During the period 1958-68 enrolments increased by some 53 percent and there was a shift in distribution of enrolment to higher proportions of junior and senior high school students.

The significant increase in the number of programs offered to students, particularly at the secondary levels, necessitated the upgrading of many older schools and gave added impetus to the continuing trend toward centralization. There was an accompanying need for more buses or residences, the introduction of more expensive equipment and materials, and the injection of new teaching devices. Altogether a substantial increase in annual capital outlay was required.

Another factor which has increased the costs of education has been the greater personal attention given to the students by reducing the pupil-teacher ratio. Generally there was little reduction in the class load during 1958-68.

However, greater personal attention given to approximately 4,500 children with special problems was evidenced by a pupil-teacher ratio of about 9 to 1 in special education classes in 1968-69. The extension of services in the technical and vocational courses to more students during the period to 1968, with pupil-teacher ratios of about 14 to 1 was another area for greater pupil personal attention. It should therefore be obvious that the cost per pupil, where individuality has been practised, has been twice or three times as great as in the average classroom where basic programs were offered.

Another indicator of improvement in the level of quality was the increasing choice of programs offered to both junior and senior high school students, through nearly doubling the number of courses offered. In 1958, 2633 pupils left school with nine or fewer years of education, and in 1968, only 2030 pupils left school with nine or fewer years of education, this when the total enrolment had increased radically.

An assumption could be made that because of the increasing choice of programs offered, more students remained in school for a long period to obtain an education which to them would be useful in their job careers. The increased attendance rate resulting from the improvement in the number and kind of programs offered, the improved quality of education, and the growth of population all tended to sharpen the rate of increase in expenditure.

A further increase resulted as more schools obtained much needed library and gymnasium facilities, open areas or team rooms, multi-purpose and music-art rooms, cafeterias, and areas for special vocational programs.

In summary, the operating expenditures per pupil in Alberta increased from \$300 in 1958 to \$652 in 1968, which amounted to an annual rate of increase of 11.7 percent.

Capital expenditures grew from about \$38 million in 1958 to \$76 million in 1968 and have averaged about 22 percent of the total operating expenditure. Whereas student population increased by some 53 percent during 1958-68, the total expenditures on education increased about 188 percent from \$117 million to some \$338 million.

C Problems in Planning

Major problems in educational finance are seen to be:

- 1 deciding the optimum levels of expenditure;
- 2 raising necessary revenues;
- 3 distributing revenues.

Optimality is conceived as that level of expenditure which will meet educational needs. Two interrelated factors in considering optimum levels of expenditure are the planning approach used to estimate educational demands, and determination of investment and consumption components of education.

There are three approaches to the problem of finance in educational planning, namely manpower, cost benefit, and social demand.

The first area concerns itself with estimating the required addition or reduction to the labor force during the planning period, and with what the educated do when they have completed their education. *Optimality here is seen as attaining the required level of output of skilled manpower at minimum cost.* This approach is not appropriate to the N-12 system.

In the cost benefit approach education is treated as an investment in human capital. There are two possible techniques of planning in this approach: (1) calculating cost benefit ratios; (2) deciding in advance a required rate of return from investment in education, and providing only those educational programs which offer this return. *Optimality here is related to returns to investment in the economy as a whole.* This system is not widely used because the assumptions are difficult to defend and not practical.

Social demand is the most frequently used approach in assessing educational expenditures. We consider it the most relevant basis upon which educational decisions are made. In this thinking optimality is determined subjectively, whereas in other approaches, optimality is determined objectively. *Optimality here is the level of expenditure at which the public demand for education is equalled by willingness to pay for education.*

Optimal expenditure on education, therefore, is extremely difficult to determine, since political and social factors tend to dominate.

One criterion which may be used to assess the effectiveness of an educational system, and which further demonstrates the need for integrated planning, is that of *efficiency* - improvements in quality and quantity without corresponding increases in costs. This calls for a balancing of aspirations against resources, and an allocation of scarce resources in accordance with agreed upon priorities. The goals and priorities established must be realistic and attainable, and the sacrifices entailed must be meaningfully presented to the people who will be called upon to struggle to attain them. Obviously, grave political and social consequences can ensue if these goals and priorities are not acceptable to them. Less obvious are the dangers of false economy in education. For the trouble with cheap education is that we never stop paying for it. We will spend the money we save and more, in other ways, supporting the people who do not have the education they need.

Efficiency of the educational enterprise at the N-12 level could be improved if planners seek to :

- 1 supplement the work of professionals with assistance of more paraprofessionals;
- 2 make better use of the school plant and facilities for activities of the community not directly involved in the learning process;
- 3 make use of the school plant on a double system of schooling; and,
- 4 take advantage of technological developments where the cost benefit ratio is low.

D Projections of Expenditure - 1990

The most realistic approach for a projection of this nature is to visualize 'Education 1990' and make predictions on the basis of changes expected and factors known to be operative in the economic and social system at present.

Projections - Developments in Alberta - 1990

- 1 450,000 students will be enrolled in Grades I - XII.¹
- 2 Introduction of kindergarten and nursery schools will add a further 45,000 students.¹
- 3 Schools will operate twelve months of the year.
- 4 Students at the secondary levels may go to school in two shifts or on a quarterly basis or any other system which seems to fit needs of individuals in existing society.
- 5 There will be injection of teaching devices and machines, and education packages and kits designed for each individual.
- 6 New programs and courses will be geared to individual desires and the rapidly changing environment.
- 7 Complex retrieval centres will be linked on a continuing basis and data cabled to all schools for immediate verification, computation or information.
- 8 Number of small schools other than kindergarten or nursery schools will decline.
- 9 More spacious and elaborate schools will be provided, with offices, studios, workshops, laboratories incorporated in the elementary schools. Special elementary education centres are projected, and technical training will probably be extended to Phase B.
- 10 Schools accommodating Phase C and Phase D will be complex and designed for even greater individual freedom of choice.
- 11 Educational centres and residences for the environmental studies and outdoor education will be built. All students will have the opportunity of studying in these facilities each year.
- 12 All instructional personnel will possess at least one university degree. There may be fewer teachers than at present but there will be a substantial increase in other personnel.
- 13 Average annual salary of teachers will be \$25,000.
- 14 Population of Alberta will be about 2,750,000.
- 15 Rural population will comprise 15 percent of total population.
- 16 Personal income will approach \$18 billion.
- 17 Capital expenditures will average about 15 percent of operating expenditures.

¹ Projections here are on the basis of existing grade structure and nomenclature. It was not possible to obtain figures on basis of Phases recommended earlier in this paper.

For Alberta, with expenditures on elementary and secondary education approaching \$350 million in 1970, the likely range of total expenditure on education in 1981 runs from a conservative \$750 million (which would mean severe limitations on the educational system) to approximately \$1 billion out of a projected provincial income of \$10 billion. At present, educational expenditures at this level in Alberta equal approximately 7 1/2 percent of personal income. During the 1970s when growth of N-12 student enrolment will level off and the total population will still continue to grow, the base of support will broaden. However, competing demands on the public purse from other segments of education will continue to increase throughout the seventies and beyond. Any projections need to be related to per capita income, which may be expected to increase even though the population growth rate may decline.

Projections of Educational expenditures in Alberta are based on many premises. Some of these are:

- a All students who desire to do so should have the opportunity to obtain an education, even though the capabilities of those students may vary.
- b The Alberta economy will continue to be transformed. The petroleum industry is expected to grow. The agriculture industry will continue to produce, but with fewer people involved in the production. Other industries will develop in association with the first two.
- c Social attitudes will continue to change. Birthrates can be expected to be lower. Far more adults will go back to school in later years.
- d The period of education for the individual will lengthen from a very early age to entrance into the labor force, with re-entries during most of the working life of individuals.
- e The per capita income and remuneration per worker in Alberta will continue to grow substantially in the years ahead.
- f Gains in productivity can be expected to be offset in terms of higher wages and rising prices.

- 9 Other things being equal, the growth of salaries of teachers and other personnel in the education sector will keep pace with, or exceed, the rate of growth of remuneration per member of the labor force, with upgrading in qualifications a continuing factor. The average educational level of teachers will be substantially above the average for the whole labor force.

Assuming annual personal income growth of 5 1/2%, by 1990 personal income should equal approximately	\$ 18,609,000,000
Therefore if educational expenditures continue to equal 14% of personal income by 1990 the require- ment for total expenditure should be	\$ 2,605,260,000

On the basis of projections, N-12 education expenditures (capital and operating) will amount to approximately 50 percent of the total expenditure on education in Alberta.

Total annual operating expenditure requirements for the N-12 system for 1990 will therefore be in the neighborhood of \$1 1/3 billion. In addition annual capital expenditure is estimated at approximately \$200 million, on the assumption that it will decline as a proportion of operating expenditure to 15%.

E Raising Required Funds

Some argue that those who benefit most should bear the burden of the cost of education. Others argue that equity is best served through the ability-to-pay approach. These two viewpoints are not thought to be mutually exclusive, and both should be considered in drawing up financing plans.

In Alberta, the approach used in educational planning has clearly been that of social demand. A rigorous analysis of educational programs currently being provided at different levels in the system along manpower or rate-of-return lines might suggest that the optimum had already been reached in some areas; however, it does seem apparent that the public has supported the development of a large educational system and is continuing to increase its demand for services.

In any discussion of educational finance it is necessary to work from a number of assumptions. These assumptions, in talking about the Alberta scene, are listed.

- 1 The emphasis on matters of educational finance is changing from providing fiscal equity to educational equity.
- 2 While some modifications are likely, education will remain labor intensive.
- 3 There will be a continued growth of real personal income.
- 4 The movement toward urbanization and rural depopulation will continue.
- 5 Agriculture will continue to become more capital intensive and less labor intensive.
- 6 The shift toward greater government involvement in all matters pertaining to social services will continue.
- 7 There will be a movement toward the integration of many services in the public sector.

It is likely that technology will not replace teachers, but will supplement them. The introduction of technology is quite likely to add to the types of specialized labor in the educational system, however. The labor intensity of educational enterprises is hardly likely to diminish appreciably.

Regarding assumption 7, it has become increasingly clear that many services provided in the public sector are complementary, and that to maximize the effect of any one of the present services it is necessary to involve the provision of others. The relationship between labor intensity and changes in the level of personal income implies that a major proportion of educational revenue should be derived from a tax base which is responsive to changes in the level of personal income.

The three most commonly used bases for revenue are the income base, the sales base, and the property base. Of these three, only the income base has the elasticity to provide for both increasing the quantity or quality of educational services and the increasing price levels of educational inputs, without continual upward revisions of tax rates.

With the movement toward more highly capitalized agriculture, rural property tax will move away from a dependence on unimproved land assessment and toward the inclusion of agricultural buildings and machinery.

It has been suggested, furthermore, that the imposition of a new tax, such as a sales tax, while there is a substantial revenue still available to the government from natural resources, might complicate the problems of financing the public sector should this revenue decline.

The question of continuing the use of property tax as a means of financing education is closely related to the question of local autonomy. While we could envision a system of local decision-making without any sources of local revenue, this system would be one of administrative decentralization rather than of autonomy, and would tend to be exercised exclusively through professional rather than lay people. True autonomy is dependent on a source of local revenue over which discretion may be exercised in its expenditure. Since the local property tax, in spite of its weaknesses, is eminently suited to local administration, the future of local autonomy and the continued use of property taxation are deemed to be inextricably connected. It is our view that the level of property tax does not need to be as high as it is at present in order for the objective of local autonomy to be achieved. We recognize that there are limits to the property tax. The fact that the provincial government occupies a large portion of this field (30 mills on equalized assessment in 1970) leaves very little room for local flexibility.

F Distribution of Funds

The present systems of grants in aid to education provide fiscal equalization on the assumption that fiscal equalization provides educational equalization. Cost analysis demonstrates that this assumption is somewhat tenuous. Public school finance should combine principles of equity and administrative efficiency.

One prerequisite of this is the definition of a minimum required level of service in operational terms. For example, a minimum level reading program might be defined in terms of achievement by all students in

a provincial school system of a given level of performance as measured by a variety of skills, comprehension and appreciation.

Another step in designing such a system might be to cost out the requirements for achieving the level of performance. This approach to the financing of the basic level of education would require the introduction of a *form of planning-programming-budgeting system*, and would also require a considerable amount of cost benefit and cost effectiveness analysis. Such a system would have organizational implications; for instance, the adoption of such an approach might lead to increased centralization of control at the foundation level. It is possible that a provincial salary schedule for teachers would be one result of this approach. Also, one might expect that there would be a more rigid system of job descriptions with qualification level prescribed as a result of cost effective analysis studies.

In order to encourage the local administrative areas to provide services beyond the minimum level, some system of cost sharing could be introduced. Two alternative schemes might be suggested. The first might be a percentage equalization system whereby the percentage of support from the provincial government would vary inversely with local ability to pay, as measured by assessment per pupil. The second alternative might be to guarantee each school district a minimum assessment per student. This system should provide that one mill requisition yields the same total amount of property tax regardless of the local level of assessment.

It could be noted, however, that such systems of open-ended aid are not popular among governments. It may be claimed with some justice that the determination of the total provincial budget for education would rest with local and not provincial legislatures.

1 Voucher System - an Unacceptable Alternative

The escalation of costs for the *kind* of education seen as being both quantitatively and qualitatively necessary for the citizens of Alberta is considered by many to be alarming. For this reason, the concept of the voucher system is being advanced by a number of people as a means

of providing alternatives within the context of a publicly financed system. At the same time, the voucher system is being advanced as a means of combining private and public sectors.

Under the voucher system, parents are provided with vouchers which are redeemable at authorized educational institutes, for a sum of money which is intended to reflect all, or a proportion of the per student cost. Where the voucher reflects only a proportion of the total cost, parents are expected to supplement the voucher from their own incomes.

Some people see the voucher system as one method of taking the school system out of the public sector *in toto*. Indications in other parts of the world are that there is evidence of the ability of the private sector to provide educational services which meet the needs of different publics; however, it is clear that in education, as in other aspects of life, the private sector provides best for the wealthiest. Others see the voucher system being used in public or private schools. This latter approach is particularly attractive to minority religious, cultural, and ethnic groups, which see in the voucher system a method of gaining state support for private education.

In North America tradition strongly supports public education. With greater emphasis on equality of opportunity to be expected in the future it is hardly likely that the public can be induced to move toward a system of distribution which might condone social inequality; however, there appears to be a trend toward providing more alternatives in the form of educational opportunity available.

The advocates of the voucher system claim that it will provide consumer choice in educational philosophy, teacher, nature and type of system, etc. The task force believes that the proposals it has made for changes in the public school system provide a better choice. The task force feels that the voucher system would do much to reinforce, or even increase, social inequity and would be a divisive force in Alberta society.

2 Foundation Program

The history of educational financing in Alberta indicates that the Foundation Program has served a great need. However, changing demands of education call for continuous review of this method of distributing funds. Among these demands we consider extension of education to include early childhood schooling, ever increasing use of support staffs, changing pupil-teacher ratio, need for highly developed technical equipment, etc.

Certain questions related to the Foundation Program require attention.

- a We feel that grants should be the same for elementary students as they are for junior high and senior high students. This applies to both operating and building costs. While we realize that there are extensive and expensive programs peculiar to the upper levels of schooling, more attention should be paid to remedial programs and approaches in such areas as the teaching of science, industrial arts, etc., in the earlier elementary grades. The needs in the elementary area are different but of equal importance. We have not overlooked the need for better qualified teachers at the elementary level.
- b The Foundation Program, in essence, spells out the minimum educational program which the provincial government is prepared to support. If this is a reasonable level, the Fund should supply the bulk of the costs in every jurisdiction. Those jurisdictions which wish to provide additional services or quality of education should be free to raise additional funds through supplementary requisitions. This implies both a reduction in the provincial property tax to provide local flexibility and the removal of the plebiscite requirement for local requisitions beyond arbitrarily fixed limits. Finally, to overcome the wide discrepancies in ability to pay, supplementary requisitions should be augmented by provincial funds in inverse proportion to the dollars per student provided by one mill of levy on the local tax base.

- c In keeping with our view that the best qualified personnel should be recruited and retained in the teaching force, the task force is concerned with the apparent disincentive in the grant structure to the hiring of better qualified teachers.
- d The grant for equipment, furniture, and site improvement should be segregated from the general building grant.

G Concluding Observations

The task force wishes to acknowledge that, while its main concern is with education, it realizes that society has to invest in other areas of human need. It wishes to underline its recognition of the close interrelationship between the educational system and other agencies of society. The task force understands well that the answer to the needs of education does not lie in increased monetary expenditure if the result of this is to deprive other important areas.

EPILOGUE

The reader will have noted recurring themes which are interlaced throughout this report. These themes, based on the universality of man, stress the continuing need to apply to Alberta education a first priority, namely, the elevation of the worth of the individual.

The task force knows full well that it is the individual who holds the future. We know equally well that we cannot determine precisely what that future may be. We have nonetheless worked from the basis of what the learner of tomorrow may be ready for rather than from the standpoint of what education is ready to offer.

Our other themes of seeking goals of pluralism in developing values, interaction and interdependence among all branches of society, relevance and flexibility in applied practice, cultivation of communication skills and accountability for actions taken, all support our first priority. These themes, we consider, represent essential guidelines which should be followed to provide education of sufficient vitality, stability and strength that the individual will be able to develop capacity to cope competently with change.

The Commission on Educational Planning has been charged with developing a mechanism for continuing change. We hope the contents of this report will provide direction in the completion of this charge.

DATE DE RETOUR

APR 26 1990

Alberta. Commission on Educational
Planning. N - 12 Education Task
Force
Interim proposals

CA2ALED 800-71157

Alberta
PROVINCIAL LIBRARY
Edmonton



COMMISSION ON EDUCATIONAL PLANNING

SUITE 400
11010-142 STREET
EDMONTON 50, ALBERTA

Digitized by the Internet Archive
in 2022 with funding from
Legislative Assembly of Alberta - Alberta Legislature Library

